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AUTHOR Ingram, D. E.; Farrell-Jones, Mary
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ABSTRACT

This submission to the Australian Senate Standing Committee on Education and the Arts focuses on issues related to language and public policy. It discusses the diversified and international nature of Australian society, and considers language enrollments, the role of English as the dominant language and the one used for international communication, and the roles of language in education. The second part of the submission makes recommendations on guidelines for a national language policy; the role of English; information dissemination and public documentation on the use of languages in community, by bilingual workers, in translating and interpreting, and in proficiency assessment; and policy and implementation recommendations on aboriginal languages especially in regard to language teaching. It also discusses and makes recommendations on the adequacy of existing policies and practices to develop Australia's resources and meet international needs; the needs of the deaf and other handicapped persons; and ways of stimulating public awareness of all these issues. Appendices include a submission on a national language information research center, a report of the President's Commission on Foreign Language and International Studies, and the House of Congress Resolution No. 301. (AMH)

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Submission on Aspects of a National
Language Policy

by the

Australian Federation of Modern
Language Teachers Associations

Submission to the Senate Standing Committee on Education and the Arts
as it deliberates on "The Development and Implementation of a Coordinated
Language Policy for Australia", November 1982. This submission was
prepared by Dr. D.E. Ingram, President of the Federation, with assistance
from Mary Farrell-Jones, President of the Modern Language Teachers
Association of Queensland.

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"Nothing less is at issue than the nation's security ...

"A nation's welfare depends in large measure on the intellectual and psychological strengths that are derived from perceptive visions of the world beyond its own boundaries. On a planet shrunk by the technology of instant communications, there is little safety behind a Maginot line of scientific and scholarly isolationism ... an international perspective is indispensable

"The future will belong to nations that are wise as well as strong ...

"Our vital interests are impaired by the fatuous notion that our competence in other languages is irrelevant ... foreign languages as a key to unlock the mysteries of other customs and cultures can no longer be viewed as an educational or civic luxury ...

"Schools, colleges and universities should reinstate foreign language requirements."

(From the "Report of the [U.S.] President's Commission on Foreign Language and International Studies" Perkins 1979)

I. Scope of the Submission: This submission should be seen as supplementary to that of the joint national language associations to which the Australian Federation of Modern Language Teachers has also contributed. The Federation is sensitive to the wide-ranging issues which the Senate Standing Committee will wish to consider in examining the development of a national language policy. For the purposes of this submission, however, it was decided that the AFMLTA should focus its advice around the area of its greatest expertise, viz., modern language teaching, its place in Australian society and education, its needs and potential, and recommendations for policy and implementation.

A national language policy should take account of the present nature of society, the form the society is to take, the role of language in the society, and, therefore, policy specifications and implementation procedures.

II. Nature of Australian Society: The essential character of Australian society rests in two phenomena. The first phenomenon is the contrast between the diversity of Australian society and a permeating sense of unity; the second is the significant international orientation of the society.

II.1 Societal Phenomenon 1: Diversity versus Unity: The unity of Australian society derives, first, from a popular respect for, if not adherence to, certain basic values (e.g.,

parliamentary democracy, mateship, sport and the out-door life, religious faith, a "fair go", respect for human diversity) and, second, from the existence of a dominant language, Australian English, with whose distinctive forms Australians identify and which is available for all communication even though it may be supplemented by other languages especially within the society's component "ethnic" groups.

Diversity has been an essential characteristic of Australia since its pre-history. When the first white settlers arrived in 1788, it is estimated that there were at least 300,000 Aborigines speaking at least 250 Aboriginal languages [see 1982 Australian Yearbook; also Bruce Rigsby, Professor of Anthropology, University of Queensland, personal communication 1982]. Since 1788, linguistic diversity and the ethnic and cultural diversity that accompany it have continued and increased as a result of immigration and natural increase. Although the Aboriginal population had fallen to 67,000 in 1933, by 1976 it had increased again to 161,000. Of the 250 Aboriginal languages spoken in 1788, 200 remain today (though Rigsby estimates that all but 30 to 50 are threatened with extinction in the next decade unless preventative action is taken) [see 1982 Australian Yearbook]. Whereas in 1947, only 10% of the Australian population was born overseas, by 1976 this figure had risen to 20%. Migrant intake in the post-war years totals 3.6 million with a sharp increase in intake of permanent settlers occurring from 58,317 in 1976 to

118,735 in 1981. A steadily growing proportion (approximately 48.5% of 1981 intake) comes from non-English speaking countries [Australian Demographic Statistics Quarterly, September 6th, 1982]. Estimates based on the 1976 census and subsequent surveys show that there over 130 "migrant" languages spoken in Australia of which 18 had 11,000 or more speakers and 36 had 1,100 or more.

Clearly, diversity has always characterized Australia and undoubtedly always will since the rapidity of modern transport and communications, the continual emergence of new sources of refugees, and the regularly changing world patterns of production, trade and tourism mean that the population of the world and, granted its under-population, of Australia in particular will continually be mixed. In other words, racial, cultural and linguistic diversity is not a recent or transient abnormality but a permanent Australian normality; mono-culturalism and monolingualism are not normal but abnormal. What Australia has lacked is not diversity but recognition of its diversity and, therefore, the provision of educational and other services and programmes that take account of, cater for, and profit from that diversity. Throughout much of its history, Australia sought (inevitably without success but, equally inevitably, with much self-induced cultural and linguistic impoverishment) to be monolingual and monocultural. The traditional fear and lack of perception of the dominant group was expressed in 1956 by the then President of the ACTU in these words:

"One of the first causes of friction we encounter is the fear that the presence of foreigners will undermine our own way of life. And Australian men and women are not reassured by hearing foreign languages spoken in public places."
[Albert Monk, quoted in Bostock 1973: 41]

The then Prime Minister is quoted in 1949 as having described the society desired for Australia as:

"... the ideal of one Australian family devoid of foreign communities, thus preserving our homogeneity and solidarity as a nation."

[Quoted in Martin 1972:14]

The fear of diversity implicit in these quotes, the fear that diversity necessarily brings national fragmentation, and the mistaken belief that ignoring diversity or trying to forcibly impose monolingualism and monoculturalism will bring conformity still persist today to some extent. It is reflected in public statements by such extremist organizations as the National Front and the Immigration Control Group and occasionally in facile utterances by more respectable persons:

"We shouldn't have two kinds of Australians - those born here and those from overseas who make no effort to slot into our community ...

"... some migrants are confused, spending all their time in their own groups, always speaking their native language and making no attempt to live like ordinary Australians." [The Queensland Minister responsible for Immigration, quoted in The Courier Mail on 23rd September, 1979].

Nevertheless, Australian attitudes have become more perceptive. There can be no doubt that, for a majority of individuals and for successive State and Federal governments, aspirations are towards the development of a harmonious multicultural society in which, while identifying as Australians, all individuals and ethnic communities have the right to maintain their culture and transmit it to their children. This is now a sufficiently established facet of Australian life, endorsed by successive Federal and State Government committees, departments and their reports, that further evidence is unnecessary. Let us just observe the report that has become undoubtedly the most important in that it has been the "blueprint" for recent policies and actions. The Galbally Review (1978) states in part:

"... every person should be able to maintain his or her culture without prejudice or disadvantage and should be encouraged to understand and embrace other cultures."

[Galbally Review, 1978:4]

Elsewhere, the Review goes on:

"We are convinced that migrants have the right to maintain their cultural and racial identity and that it is clearly in the best interests of our nation that they should be encouraged and assisted to do so if they wish ...

"We reject the argument that cultural diversity necessarily creates divisiveness ...

"... Already our nation has been enriched by the artistic, intellectual and other attributes of migrant cultures ...

"... We are of the opinion ... that the cultural and racial differences which exist among us must be reflected in educational programs designed to foster inter-cultural and inter-racial understanding." "

[Galbally Review, 1978:104-5]

However, culture cannot exist very long without the language that carries it and with which it is integrated; certainly a culture can only be properly understood as one steps into and is immersed in it, and this is possible only through the language. It is the language which carries the culture, which marks the inter-relations between the component items of the culture; for the

people of the culture, the language marks the interrelations between different facets of reality and, hence, delineates the internal logic of the culture. Therefore, without the language, cross-cultural understanding is at best superficial, the internal logic of the other culture cannot be perceived and the other culture risks being seen only as a distorted version of one's own culture; the concept of culture itself and its teaching then reduce to a listing of items of food, dances, and clothing. Furthermore, the research evidence (both theoretical and empirical) is strong that language learning and the equal-status interaction that depends on it are essential elements of educational programmes that seek to develop inter-cultural understanding and favourable cross-cultural understanding. [For research reviews and other evidence in support of these statements see, for example, Swain and Cummins 1979; Ingram 1978: Ch. 5, 1979, 1980; Savignon 1972; Milner 1975; Tasmanian Education Department 1976: 48ff.]

In brief, without the language, cross-cultural understanding is at best superficial; without language learning as a means to equal-status interaction, to acquiring understanding, and to perceiving that the world can be viewed logically in other ways, the development of more favourable cross-cultural attitudes is less likely to occur. The vital attitudinal goal that must be sought for all people in a multicultural society and a multicultural world is explained in these words:

"The concept of cultural pluralism demands not only awareness of differences but also the accepting and valuing of diversity in people. Pluralism is the antithesis of assimilation; it is recognition that there exist multiple ways to be human, and not one of these multiple ways should exact a penalty of second-class citizenship. It is recognition of each person's 'selfness'. Such recognition implies awareness. That awareness, in turn, requires acceptance of what one is becoming. It is also the parallel awareness that others too have their own identities and uniqueness. Thus, cultural pluralism requires both cognitive awareness of various sorts and a subsequent value system that permits me to be me and you to be you - and that at the same time values a sense of community."

[Jarvis 1976:243-244]

That goal, however, can be achieved only through the in-depth personal experience of at least one other culture and the equal-status personal encounter with the people of that culture that language learning provides.

In fact, officially and legislatively even though ineffectually in practice, Australia has started to recognize the important relationship between language and culture. Funding and encouragement have been given to radio and television broadcasts in languages other than English, to ethnic schools and to

community and other language learning programmes. The Galbally Review and the Prime Minister in tabling it in 1978 advocated increased provision for language learning by professional people, encouragement for the employment of bilingual persons, assistance for language maintenance programmes, and improved community language learning in schools [Fraser 1978; Galbally Review 1978, e.g. p. 51].

Similarly, the Report of the Committee on the Teaching of Migrant Languages in Schools Department of Education, 1976 recommended that the teaching of the community languages and cultures be expanded in both Primary and Secondary Schools, stating, for example:

"All children should be given the opportunity to acquire an understanding of other languages and cultures from the earliest years of primary school.

"Particularly for migrant children entering school with an inadequate knowledge of English, there are strong educational and social reasons for continuing the learning of their own language ..."

[Department of Education 1976:35]

The Schools Commission has regularly advocated better language learning provisions. Its 1979-81 Report, for example, "fully

endorsed" the recommendation of the Australian Ethnic Affairs Council (1977) that Australia be regarded as a multicultural society in which all people have the right to maintain and preserve their language and culture, that bilingual education be expanded, and that schools be encouraged to develop the teaching of community languages. Schools Commission 1978:104-5. Similarly, the Federal Government's committee on the teaching of Asian languages and cultures advocated in 1970 that Asian language teaching be expanded [Commonwealth Advisory Committee 1970:90,99].

Statutorily and legislatively, Australia has signed international agreements which entail recognition of all languages spoken in Australia. The UNESCO Convention against Discrimination in Education to which Australia is a signatory guarantees each individual's rights to his own language and culture. The International Covenant on Civil and Political Rights, which is incorporated into Australia's human rights legislation affirms in Article 27:

"In those States in which ethnic, religious or linguistic minorities exist, persons belonging to such minorities shall not be denied the right ... to enjoy their own culture ... or to use their own language."

Similarly, to the extent that language is entailed by ethnicity, the Racial Discrimination Act 1975 and the International Convention on the Elimination of all Forms of Racial Discrimination, which is incorporated into it, would seem, at least in spirit, to endorse linguistic rights and the right to learn, use and obtain services in the language one speaks. The Racial Discrimination Act, for example, expressly outlaws in Clause 9(1):

"... any act involving a distinction, exclusion, restriction or preference based on race, colour, descent, or national or ethnic origin which has the purpose or effect of nullifying or impairing the recognition, enjoyment or exercise, on an equal footing, of any human right or fundamental freedom in the political, economic, social, cultural or any other field of public life."

Moreover, it is not only at the governmental level that the value of Australia's language resources and the desirability of maintaining and expanding them is recognized. There have, in recent years, been many surveys which seem to reflect popular support for the views contained in the reports cited earlier. In 1970, a Morgan Research poll conducted for the Commonwealth Advisory Committee on the Teaching of Asian Languages and Cultures in Australia showed 93.7% of persons surveyed supported the teaching of Asian languages [Commonwealth Advisory Committee 1970:18]. A

poll published in the Sydney Morning Herald in October 1976, showed that 92% of parents surveyed wanted their children to learn foreign languages at school [see Education Abstract, No. 244, November 1976, p. 2]. Another Morgan poll published in June 1978 indicated that 80% of Australians thought a "foreign language" should be taught [The Bulletin, June 6th, 1978, p. 25] while a Gallup Poll in May 1977 found 49% asking for a second language to be compulsory [Courier Mail, May 3rd, 1977, p. 28]. In Brisbane, two surveys conducted by staff and students at the Mount Gravatt Campus of Brisbane C.A.E have found strong public support for language learning. In the most recent, 54% of tertiary students, 77% of "migrant" adults and 67% of Australian-born adults responded that second language study in schools should be strongly encouraged or compulsory [Ingram 1980].

Despite the popular support for language learning suggested by these surveys, despite the official and legislative support for the development of language skills, and despite the multicultural and multilingual nature of society, the education system remains largely monolingual. In fact, language enrolments in Australian schools (especially amongst native English speakers) have reached a catastrophic low [see Section II.4]. Before examining this further, however, let us consider the second phenomenon characterizing Australian society, its international orientation.

II.2 Societal Phenomenon 2: International Orientation: The

international orientation of Australian society is not a recent phenomenon but, like its diversity, it has traditionally gone unrecognized. Australians have perceived themselves as remote and isolated, and, consequently, education and other services have operated on the perception and not the reality. The reality of Australia's international orientation is the inevitable result of the facts that its western-style development occurred at a time when transport and communications were becoming rapid and efficient and that the largest percentage of its population is of relatively recent (first, second or third generation) migrant origin and, consequently, have nostalgic and material ties with many countries around the world. Evidence of Australia's international orientation is seen in:

(1) its participation in most of the world's major conflicts since the Boer Wars either as a protagonist or as a "peace-keeper";

(2) the value it places on the Commonwealth, its participation in the League of Nations, its significant role in the formation of the United Nations, and its continual involvement in the related organizations;

(3) its numerous international links formalized in bilateral and multilateral trade, cultural, defence and other "mutual understanding and friendship" treaties with English-speaking

but, predominantly, non-English speaking nations [see 1982 Australian Yearbook, Chapter 5];

(4) its aspirations (voiced in current terms by successive governments) to be seen as a "middle power" and as a political and economic leader among the smaller nations, especially in the Asian-Pacific region;

(5) its place as a major trading nation, its high level of dependence on foreign investment, and, consequently, its growing economic inter-dependence with the rest of the world, especially according to trade and investment figures, with the non-English speaking world which buys 78% of Australia's exports, provides 63% of its imports, contributes 40% of the foreign investment in Australia and receives 48% of Australia's investment abroad [see 1982 Australian Yearbook, pp. 626-657];

(6) the fluctuating but real responsibility successive governments have accepted to provide development aid to less developed nations, this aid going to some 80 largely non-English speaking countries in the South Pacific, Asia, Africa and the Middle East [1982 Australian Yearbook, p. 79 and 1982-3 Budget Paper, No. 9];

(7) the high rate of international tourism to and from Australia, the 1982 Australian Yearbook [pp. 110-1, 704-7]

showing that almost one million tourists now visit Australia each year and over a million Australians travel abroad annually;

(8) its continual involvement in international sport at all levels;

(9) the international focus of its artistic, scientific and academic life realized in the facts that Australians continually travel abroad to study, perform, lecture, attend conferences and conduct research, that Australia receives a continuous stream of foreign students, performers, lecturers, and researchers, and that Australia has signed cultural exchange agreements with some 16 non-English speaking countries [1982 Australian Yearbook, p.79].

Whereas at one time the international involvement was with mainly English-speaking countries (viz., Britain and North America), the focus has now shifted to countries where English is not the first language. Regrettably, Australia's educational and other services seem to have evolved on the myth that Australia and Australians are remote and insular or that any ties are with English-speaking countries. Not least this has meant that the language skills acquired through the migrant intake have not been utilized, the education system has failed to develop language skills within Australia, and our international ties seem to be managed on the assumptions that all other nations speak English,

or that they (the other nations) will provide interpreters, or that, in any case, linguistically qualified staff will not be able to be recruited. In 1981, the Modern Language Teachers Association of Queensland wrote to all relevant Australian and Queensland Government Departments to elicit their attitudes and practices in the language area [see MLTAQ Newsletter, No. 47, August 1981, pp.5-11]. The Federal Departments of Immigration and Ethnic Affairs, Defence, and Foreign Affairs indicated that they seek to recruit employees with relevant language skills but they are unable to find sufficient suitable recruits in some languages (specified as Tagalog, Korean, Turkish, Arabic, Japanese, Chinese, and Russian) and have to offer training programmes where needed. Whatever the reason, whether it is failure to perceive the importance of language skills or whether it is the impossibility of recruiting suitably skilled persons, serious problems remain in attitudes and practices at the Federal level and are exemplified in the following facts:

1. Federal Departments that employ Australians who speak an Australian "community" language often assign them to countries where that language is not spoken, e.g. a Greek-speaking couple formerly employed in the Department of Immigration and Ethnic Affairs were willing to go to Greece but were assigned to the Australian Embassy in Paris even though they did not speak French and had to take a short course in it.

2. Reports have appeared in the press concerning the way in which reliance on local or other non-Australian translators in Australian Embassies has led to the Australian Embassy staff and, therefore, the Australian policy-makers being deceived. Bostock [1973] has shown how this practice had a profound impact on Australian foreign policy in the 1960's.
3. One of the senior officers of the AFMLTA was, in May-June 1982, a member of a three-man team recruited by the Australian Development Assistance Bureau to advise the Australian and Chinese governments on an English language teacher training project in Beijing, China. The team did not contain any speaker of Chinese, was not provided with an interpreter, and had to rely on interpreters provided by the Chinese authorities. One of these interpreters when eventually challenged admitted that he translated only so much of the Australian questions as he thought appropriate and only so much of the Chinese replies as he thought would convince the Australian team that the project should proceed. In such circumstances, one could not be certain of the factual accuracy of the information on which the Australian team's advice was based.
4. This Federation has been informed by senior officials in Federal Government departments of occasions when, in tripartite negotiations, the Australian party has lost

major trade contracts because the other vendor was able to speak the purchaser's language and influence the purchaser's negotiators during the informal, social activities.

The attitudes and practices reflected in the replies made by Queensland Government departments to the MLTAQ enquiries reflected attitudes and practices even less enlightened than those at the Federal level. They are exemplified in these excerpts from the reply dated 3rd June, 1981 from the then State Minister for Primary Industries:

- "1. My Department has not conducted any surveys in connection with the language needs of officers working overseas ...
2. Competency in languages other than English is not taken into consideration when recruiting staff.
3. To date we have not found it necessary to make use of the services of an interpreter or arrange translation of documents when receiving overseas delegations here in Queensland.
4. If the services of an interpreter are required when officers are overseas ... they are normally arranged by the

host country or organisation.

5. No preference is given in our staff recruitment policy to persons with skills in language other than English."

It would seem axiomatic that if one wishes to influence other people, if one wants to convince them to adopt our policies or buy our goods, then the essential starting-point would be to speak their language, to establish close personal relationships with the negotiating partners, and to ensure the "product" being sold (whether ideas or goods) is presented in a culturally appropriate manner. These are possible only if the Australian negotiators (whether government departments, agencies or companies) have people available in the negotiating party and in the design and production stages who speak the other language and thoroughly understand the culture of the foreign partner. In contrast to the attitudes implicit in the letter from the Queensland Minister for Primary Industries quoted above and the actions of the businessmen surveyed when the Commonwealth's report on the teaching of Asian languages and cultures was being prepared [Commonwealth Advisory Committee 1970], the Federation of British Industries has underlined the economic importance of language skills when it stated:

"British firms should be aware of the fact that a knowledge of foreign languages forms an important and

effective weapon in the armoury of our overseas competitors
..."

[Federation of British Industries 1962:1]

"... an increase in exports depends very much upon
the ability to meet the potential customer on his own ground
and to speak his language ..."

"... If negotiations are not to be entirely in the
agents' hands, and the company's staffs are to meet their
customers on their own ground and get on good terms with
them, they must have an adequate command of the language."

[Federation of British Industries 1964:4,9]

In brief, despite the international orientation of Australia and
Australians, the vital role of language skills in facilitating
international involvement seems not to have been realized; a pool
of language skills and thorough understanding of other countries,
their cultures and their enculturated assumptions has not been
developed; and the education system and other services have
continued to operate as though Australia is a remote, insular
land uninterested in the rest of the world. In the words of the
U.S. President's Commission,

"... foreign languages, as a key to unlock the
mysteries of other customs and cultures, can no longer be

viewed as an educational or civic luxury.

"... our lack of foreign language competence diminishes our capabilities in diplomacy, in foreign trade, and in citizen comprehension of the world in which we live and compete."

[Perkins 1979:458]

II.3 Nature of Australian Society: Summary: We have seen that Australian society is characterized by cultural and linguistic diversity and an international orientation. While these phenomena would seem to suggest that language learning, the general fostering of language skills, would assume considerable importance and while, in fact, its importance is recognized, nevertheless the education system and, to a large extent, the programmes and services available in the society seem to be based on the assumption that the society is monolingual and insular. In fact, the state of language teaching and learning in the schools reinforces this conclusion and contrasts starkly with the nature of Australian society described above.

II.4 Language Enrolments in the Australian Education System:

It is, in fact, very difficult indeed to obtain an accurate picture of the extent of language study in Australian schools. The reasons for this difficulty include: (i) some States seem not regularly to accumulate comprehensive enrolment figures; (ii)

different States gather enrolment data in different ways; (iii) accumulated figures generally do not indicate the students who take two or more languages but appear in the statistics as different enrolments; (iv) usually each student counts as one annual statistical unit whether the language is taken for a year, a semester or a term; and (v) figures for Primary Schools and tertiary institutions are so rarely obtainable and so haphazard that they must largely be ignored. There is serious need for more comprehensive and reliable information but the following account is based on whatever reasonably reliable figures have been obtained over the years. [The figures are compiled from Ingram 1980a, Dean 1981, a study of foreign languages in Queensland Secondary Schools being undertaken by Kerry Fairbairn and Cathy Pegolo of the Queensland Education Department's Research Branch, and a study of enrolments around Australia by Dan Hawley of the University of Wollongong.]

In Australia as a whole, Hawley's figures show that enrolments at matriculation have remained fairly static dropping from 16% of total matriculation students to 14% from 1976 to 1978 and rising to 15% in 1979, 1980 and 1981. In fact, languages other than "community languages" dropped 3192 or 23% from 1974 to 1981 and, though the "community languages" rose 167% from 1974 to 1981, the numerical increase was only 2612 leaving an overall decline of 580 or 4% of the 1974 language enrolment. In 1981, "community language" enrolments amounted to 4168 or 4.3% of matriculation

students and, though it is pleasing to see more students from the ethnic communities studying their languages, it means that probably only about 11.6% (10827) of "non-ethnic" matriculation students or one in nine are experiencing language learning to any significant extent. If one sees two of the goals of language study as giving learners the language skills needed in Australia today and as giving learners the mind-broadening experience of stepping into another culture as a means of fostering inter-cultural harmony, understanding and communication, this situation is extremely serious. It means that the vast majority of Australian children are left to stultify in their own narrow ethnocentricity and Australia's damaging lack of inter-cultural and international understanding and its lack of useful language skills are continuing unabated.

The overall Australian situation differs somewhat from State to State, some States (e.g., South Australia, Victoria and, to a lesser extent, New South Wales) being slightly better and other States (e.g., Queensland) being notably worse.

In Western Australia, despite an increase in total government secondary school enrolments of 18,732 from 1968 to 1980, language enrolments rose only 634. In fact, the proportion of secondary students taking a language declined from a low 24.7% in 1968 to 18.6% in 1980. The greatest decline was in French (down 37.2%) and, although in percentage terms the other languages (German,

Italian, Indonesian and Japanese) increased quite dramatically (61%, 778%, 179% and 244% respectively), their numerical increases were quite small. Matriculation enrolments declined about 9% from 1974 to 1981 but remained at about 10% of total matriculation enrolments.

In Victoria, both the number of schools offering a language and the number of languages offered have increased. Nevertheless, enrolments are far from satisfactory: by 1978, only 13.8% of HSC students were studying a language, a slight increase of 2.3% from 1974 but still 2.1% fewer than in 1969. By 1981, the percentage had increased to approximately 15%, still lower than in the late 1960's. If the "community language" enrolments (1704 or 6.3% of HSC students) are excluded on the grounds that their small numbers suggest that they are probably taken mainly by native speakers, then it emerges that, at best, 9.2% of HSC "non-migrant" candidates took a language. In Victoria, the most multicultural of all States, it is clear that few children experience significant second language learning and multicultural education remains largely chimeric.

In Tasmania, the proportion of students studying a language declined by 2.9% from 1975 to 1980 with French declining 25.2% and German 2.7%, while Indonesian (143.4%), Italian (207.1%) and Japanese (60.5%) rose quite dramatically though their actual numbers remained very small. Overall, in 1980, 31.8% are shown

as studying a language though this has risen slightly to 33.4%. At matriculation, in 1981 only 8% studied a language, a deplorably low figure that has remained fairly static for at least eight years.

In Queensland, the languages offered in the Secondary School have remained effectively unchanged for many years though Chinese has been introduced to two schools and Greek in an after-hours "link" class in one State High School. Overall, enrolments continue their serious decline, Grade 10 dropping from 48.3% of total enrolments in 1971 to 26.8% in 1978 and 20% in 1982. Grade 12 has dropped from 33.1% in 1973 to 14.3% in 1978 and 10.8% in 1982. Though French and German have suffered most in this period (down 67% and 43.3% respectively from 1974 to 1981), they retain (as in other States) the numerically largest enrolments since the actual increases in the other significant languages (Italian, Japanese, and Indonesian) are very small.

The Queensland situation well reflects the confusion that exists in language teaching generally. Representatives of the Modern Language Teachers Association of Queensland frequently visit schools to try to persuade principals to introduce another language. Invariably, if Greek, Italian, Indonesian, Chinese or any other "community" or Asian language is proposed, the principal replies that the school cannot introduce it because there are insufficient teachers. In turn, however, Colleges must

demonstrate a demand for teachers before being permitted to introduce a new course; that is hard to do if the language is not taught in the schools. Such a vicious, self-perpetuating circle can be broken only if a high-level policy decision is taken to introduce a particular language into X schools in year Y and the Colleges required to provide courses to train the necessary teachers. Confusion is also apparent in the fact that senior Queensland Education Department officials have, on many occasions, made statements supportive of language teaching yet, at least as often, officials in the same Department have issued curriculum or timetabling guidelines which have had the predictable result of reducing the number of languages offered, the students who can choose them, the time allocated, and the proficiency attained.

It is significant that South Australia, the only State where the language learning situation can be viewed with much optimism, is the one where the most serious attempts at formulating and implementing a language education policy have occurred. Unfortunately, changes in the ways in which languages are offered and statistics gathered make their interpretation difficult. Nevertheless, some general trends are evident. Unlike other States, a continual increase in Grade 8 and 9 enrolments is seen from 1975 to 1979, Grade 8 language numbers increasing from 59.7% of total enrolment in 1975 to 71.6% in 1979 and Grade 9 from 27% to 38.7%. Nevertheless, disturbing factors remain: in

particular, there is, first, a dropout rate of 32.8% from Grades 8 to 9 and 10% between subsequent years and, second, above Grade 8 only slightly more than 20% of students take a language. This last figure is little better than elsewhere and is especially regrettable when one realises that it means that few of the learners who commence a language in Grade 8 will attain a practically useful level of proficiency before dropping it. The only matriculation figures available combined South Australia and the Northern Territory but again the most favourable situation in Australia was evident. Matriculation enrolments rose in most languages (including French and German which recorded declines elsewhere) and, overall, from 1975 to 1981, they rose from 1009 or 13% of total matriculation students to 1583 or 23%. These figures seem somewhat inflated for South Australia since recent MLTASA figures suggest that, in 1980, only 16.1% of matriculation students took a language.

In the Northern Territory itself the figures available are not such that trends can be discerned but a healthy diversity of 10 languages was taught in 1982 with a total enrolment of 2533.

In the A.C.T., a healthy diversity of languages seems to be available in Primary and Secondary Schools and includes French (27 schools), German (24), Japanese (6), Spanish (5), Latin (6), Greek (3), Indonesian (10), "Aboriginal" (2), Russian (1), and

Italian (6). However, matriculation enrolments are little better than the Australian average and have declined from 21% in 1977 to 18% in 1981.

Less comprehensive information was available on the New South Wales situation at the time of writing this submission. The overall situation is only slightly better than the Australian average with 1981 matriculation enrolments in languages being 19% of total enrolments, the same percentage as in 1974 but 5% higher than in 1977 (14%). The biggest percentage increases were in Greek, Italian and Japanese though the actual numerical increases were small and, together, approximated the decline in French.

In the preceding discussion, most emphasis fell on matriculation figures partly because they tend to be most reliable but also because it is not before that level that most learners in the unintensive Australian school language teaching system are able to attain a practically useful level of proficiency ("Survival Proficiency" on the Australian Second Language Proficiency Ratings). Little firm information on the extent of Primary language teaching is available. The most comprehensive report Department of Education 1976 is now out-dated but even at the time of publication its figures were considered suspect. Recent figures show that languages were taught in 20 Tasmanian Primary Schools in 1982 with a total enrolment of 848. In Victoria, in 1981, there were 21652 children (27.9% of the Secondary total)

studying a language in non-governmental Primary Schools. In the Northern Territory in 1982, 5 languages were being taught in 27 Primary Schools together with another 16 schools covering English and 13 Aboriginal languages in bilingual educational programmes. Probably the most comprehensive information on Primary School language teaching in any State is that in Queensland Dean 1981 where languages are taught in 58 Primary Schools (4.4%). Primary School language teaching is probably less extensive in Queensland than in other States but, nevertheless, in no State could it be considered commonplace. Recent comprehensive tertiary figures are not available but see Australian Academy of the Humanities 1975 though, apart from a sharp growth in introductory language courses, other enrolments reflect the same general decline observed in the Secondary Schools.

II.5 The Special Situation of English: II.5.1 The Role of English: The special situation of English arises from two principal facts. First, while Australia is a multilingual nation in which various languages are used at various times, English is and, in the foreseeable future, will always be, the dominant language, i.e., facility in English is presumed by most activities, services and programmes available in Australia and, in practice, it is used dominantly for education, commerce, industry, government and social activities. Consequently, if all Australian citizens and permanent residents are to have equal opportunity to realize their full potential and to have equal

access to programmes and services, they must have the opportunity to acquire English at least to the level of minimum survival proficiency or, beyond this, to that level required to enable them to satisfy their own personal, social and vocational needs. Nevertheless, recognition of this dominant role for English in Australia does not deny the worth or importance of other languages or the vital social and educational role they have that is implicit in other parts of this submission.

Second, English is the principal language for international communication, especially in the Asian-Pacific area. Australia, as the most economically and educationally developed and predominantly English-speaking nation in the region, has a special role to play in encouraging the use of English, in offering opportunities to learn English, and in developing facilities in the Asian-Pacific region for the teaching and learning of English as a Second or Foreign Language. In addition to humanitarian and other principles, Australia's own enlightened self-interest is served by recognizing this special role since it provides means by which Australia can exert influence internationally and by which it can earn foreign exchange

Within Australia, a distinct variety (or set of varieties) of English language and culture (viz., Australian English and Australian culture) has evolved, should be considered the accepted standard, and is what should be taught. Recognition of

Australian English and culture as the standard has important implications in the teaching of English and other languages for course content, materials development, and teacher education.

II.5.2 English Needs: The role of English in Australia and internationally raises issues of concern to the well-being of the nation as a whole and, most immediately, to non-native speakers who are predominantly migrants, refugees, children of migrants and refugees, and Aborigines. Since English is the dominant language in Australia and since minimum facility in English is necessary to ensure equality of status, equality of rights, and equality of opportunity in Australia, the nation has an obligation to provide facilities to enable all citizens and permanent residents to obtain that level of English proficiency appropriate to meet their needs and wishes. The view that the provision of such facilities is to be considered a national obligation towards all three groups and not a national act of grace is based on humanitarian and democratic principles but also emanates from the following facts:

- (1) The English-speaking community as the colonial invaders of Australia has a moral obligation to the descendants of the original inhabitants, viz., the Aborigines, to provide them with at least equality of status, rights, opportunity.

- (2) Australia's migration programme has historically been based on national self-interest, migrants being solicited primarily for what they could contribute to the nation.
- (3) While refugees have been accepted seemingly on more humanitarian grounds, it has been in Australia's enlightened self-interest to accept them because of international pressures and its involvement in international affairs. Furthermore, their acceptance has always been influenced by the same criteria as determined the migration policies, in particular, self-interest and national development.
- (4) Australia is a signatory to international treaties such as the International Covenant on Civil and Political Rights and the UNESCO Convention against Discrimination in Education that outlaw discrimination against "minorities" on the basis, amongst other things, of their language. At least by implication, such treaties (some of which have been incorporated into Australian law through, for example, the Racial Discrimination Act of 1975 and the Human Rights Commission legislation) require not only that the minority languages be recognized but, where enjoyment of basic rights is dependent on learning the majority language, that the necessary opportunities for that should be given.

(5) Australian citizenship laws require a minimum level of English proficiency before citizenship is granted (specified by the Minister for Immigration and Ethnic Affairs in a speech to the House of Representatives on May 6th, 1982 as survival proficiency or 1+ in speaking and listening as measured on the Australian Second Language Proficiency Ratings)[see Hansard No.8, May 6th, 1982, pp.2355-2365].

(6) Considerations of social cohesion and social interaction within Australia require that all or most citizens and permanent residents have at least minimum social proficiency in English.

(7) The provision of English language skills to persons already vocationally or professionally trained is many times cheaper than fully training Australian-born persons; to allow the migrant's vocational skills to go unused for want of adequate English skills is wasteful of human resources and frustrating for the individual involved.

The total number of citizens or permanent residents requiring additional English skills has not been determined accurately. The Galbally Review estimated that, at that time, 400,000 children in Australia came from homes where English was not spoken and that there were 400,000 adult permanent residents in

Australia who had little or no fluency in English [Galbally Review 1978, pp.37, 40-41, 49, Appendix 33]. More informed estimates based on subsequent sociolinguistic surveys and the 1976 census have led the Department of Immigration and Ethnic Affairs to conclude that 525,000 permanent residents have less than survival skills in speaking and listening and that 788,000 have less than survival skills in reading and writing. The same studies suggested that more than half the people surveyed wanted to improve their proficiency and that, to provide such opportunities, tuition costs alone would be \$250 to \$300 million [Education Branch, DIEA, 1982, pp.25-26]. The need indicated in these figures is, however, conservative since survival proficiency is insufficient for social and vocational purposes and, therefore, it is certain that many people not included in the above figures require further learning opportunities. Furthermore, on the Galbally estimates, another half a million children require similar opportunities. To these figures must be added those additional people continually arriving in the migration programme, currently running above 130,000, of whom at least one-third are estimated to have inadequate English facility for survival purposes [cf. Galbally Review, 1978, pp. 40-41]. This proportion in need of ESL learning opportunities will increase in the future since, in 1981, the migrant selection criteria were changed to delete English skills and further emphasize needed vocational skills.

For the ESL area of a national language policy, the need is to recognize that, if all members of Australian society are to have equal opportunity to realise their full potential and are to have equal access to programs and services [cf. Galbally Review, 1978, p.4, and Prime Minister's speech to Parliament in tabling the Review], ESL learning opportunities must be provided in accordance with the level of the need. In fact, it should be a fundamental principle that non-native English speakers have, as their right, the opportunity to develop their general English proficiency to the level they require or wish and the opportunity to develop that special register facility required to enable them to pursue particular interests or to practise their vocation.

The international role of English and the importance of English skills as a means to gaining access to modern technology suggest that Australia as a relatively affluent nation sensitive to its responsibility to provide development aid should accept a major responsibility to assist less developed nations to upgrade their English skills. In addition, the teaching of English as an international language gives Australia an opportunity it has hitherto largely neglected of gaining overseas capital by providing English courses to overseas students: the teaching and "export" of English skills and English teaching could, as has been shown in Britain and North America, be a major source of foreign capital as well as enable Australia to provide much needed development assistance.

II.6 Nature of Australian Society: Conclusion: Australian society is characterized by its linguistic and cultural diversity and its international orientation. It is a society which aspires to accommodate and profit from cultural diversity and which asserts its belief in the equality of all its members, its belief that, no matter what individuals' racial, linguistic or cultural background might be

"all members of our society must have equal opportunity to realize their full potential and must have equal access to programs and services."

[Fraser 1978:4; Galbally Review 1978:4].

However, language mediates virtually all interaction in society and, therefore, facility in language strongly influences the extent to which members of a society do have equality of opportunity and equal access to programmes and services. It is clear that the failure of the educational and other services to ensure adequate development of skills in the wide range of languages needed is inevitably preventing many Australian residents from enjoying their professed rights. Furthermore, despite governmental and popular awareness of the importance of language skills to Australians, despite awareness of the special place languages have in Australia's multi-culture and in generating inter-cultural understanding, and despite Australia's official recognition of the language-related rights of her

people, the education system has failed to offer adequate language learning facilities and has failed to ensure that there be sufficient opportunities for students to develop proficiency in the languages used in or needed by the society. Clearly, there is need for serious reform of the language teaching system and a significant increase in the language learning opportunities available. The rest of this submission will indicate language-related needs, the language-related developmental goals and objectives that arise from them, and, therefore, the policy recommendations and implementation alternatives that persons deliberating on a national language policy for Australia might wish to consider. The categories identified in Senator Teague's address when the national language policy question was referred to the Senate Standing Committee on Education and the Arts will be used to organize this statement.

III. Recommendations

III.A. Aspects and Guidelines for a National Language Policy A comprehensive, rationally argued national language policy should, insofar as language is relevant, (i) consider the nature of Australian society, (ii) identify the needs of the society and of individuals, (iii) make policy proposals, (iv) delineate how the policy might be implemented, and (v) propose how the policy and its implementation might be continually evaluated and amended.

The nature of Australian society and its corollary needs must be considered, first, internally (i.e., what is the current structure of Australian society, the languages that are used in it, and their roles) and, second, internationally (i.e., what is its international role, to what other countries does it relate, and what are the language implications). This must be done in terms of the present nature of society and its long-term development. In other words, the policy should not just seek to respond to immediate needs but it should also ask what sort of Australia is wanted in ten, fifty or a hundred years' time and, therefore, what long-term developmental needs should be met. Thus the policy proposals will involve statements as to how the nation's languages are to be regarded, how present and future needs are to be met, and in what broad directions the society will evolve.

This description of policy-making may, to some people, sound like "social engineering" and be rejected, therefore, as unacceptable in a democratic society. However, such a view would be simplistic and quite untenable. First, no living culture, no dynamic society is static and it would seem desirable that planning be such as to enable social and cultural evolution to occur in as enriching a manner as possible by drawing on all the resources available to it. If this social view is accepted, then the language policy corollary must be such as to ensure the maintenance of the languages and cultures of the society and to

permit the interaction of the cultures.

Second, "social engineering" in the sense of taking decisions that will lead to a particular developmental path in the society occurs every time a government makes a decision of any sort. In the present context, it would be less defensible if the goals envisaged for the society were to be specified definitively and imposed. Rather, the role of policy making in this area is to enable present and future needs to be met, existing resources maintained and developed, and the freedom given and the necessary attitudinal change encouraged to enable the cultures in Australia to interact and evolve in their own way. In other words, the social goals envisaged should be in terms of meeting identifiable needs, maintenance of resources, and freedom to interact and evolve rather than in terms of defined social forms to be engineered and imposed from above.

Nevertheless, policy planning of the sort discussed should not be merely a reflection of what the people as a whole are currently demanding. If it were, it would be largely redundant. Rather, a national language policy should constitute an overview of society, provide a perspective that individuals caught in the present web of society may be unable to see, identify present and future needs and how to satisfy them, and consider reasoned alternatives for the future development of society so that needs may be anticipated. Individuals tend to respond most loudly to

immediate needs; without attempting to impose, language planners, as futurologists, must look at how the society itself and its relationships with the rest of the world are developing, anticipate changes, and argue their futuristic views to the society. Their rather delicate task involves not the imposition of a social structure but anticipating evolution in the society and providing the means to enable that evolution to draw on all the cultural, linguistic and other resources in the society. This future orientation carries the inherent danger of arbitrary social engineering but, without a future orientation, practical needs cannot be met. The education and other services, for example, take time to change and if policy planning is too much entangled in the web of the present, the policy planning is redundant and the services irrelevant. The problems are well illustrated in the difficulties being experienced currently in changing from a French-German-based language teaching system to a more diverse system. In brief, in developing a national language policy, the first and most fundamental questions that must be asked concern the nature of society today and what the nation wants the society to become.

So far the discussion has dwelt largely on communication needs and cultural evolution. If multiculturalism is to become the pattern for society, it is equally important to ensure an harmonious society and, hence, to ensure favourable cross-cultural attitudes. Thus, in developing a national language

policy for a multicultural society, it must be asked to what extent language has a part to play, how favourable attitudes are developed, what form of language policy is needed to mitigate the development of antagonistic, introspective, cultural enclaves, and what form of language policy best contributes to the fullest human and cultural development of individuals and of society as a whole.

From the international perspective, one must ask, in developing a national language policy, what the nation's real needs are in the areas of understanding of, and communication with other countries. This will require examination of trading and investment patterns, diplomatic relations, tourism, and responsibilities in development aid. It will require identification of the languages that are relevant, the purposes for which they are used, the types and levels of skills required, and the number of persons familiar with the language that will be required. That number will, of course, need to be considerably greater than those directly involved in international endeavours since, in all fields, experts emerge from a larger pool of persons with relevant skills and since the development of understanding of one nation by another implies the existence of a pool of understanding in the nation, i.e., a number of citizens imbued with understanding of the other country.

Implementation proposals must envisage precisely how the policy statements will be implemented, how State governments and other authorities are to be encouraged to take appropriate action, and how individuals (e.g. students, employers, professional registration authorities) are to be made aware of the policy and, if necessary, encouraged to act in appropriate ways. The implementation proposals must, therefore, be such as to take the policy from pious words about how good languages and language skills are to realization of the policy in, for example, the various services and programmes in the society. It is not enough, for instance, for the policy to support the notion of second language learning but it must also propose concrete ways in which the present inhibitions on expanding language learning in the school system can be overcome and a vastly increased proportion of the children in school be encouraged to learn a wider variety of languages to higher levels of proficiency. Implementation proposals must also recommend how the policy is to be administered, evaluated, and further researched and elaborated, e.g., through a new or existing institute or government department or through special funding to other bodies.

Evaluation proposals are necessary in a national language policy in order to ensure that the policy recommendations are being implemented, are meeting the societal and individual needs the policy was designed to meet, and are attaining the goals envisaged. The evaluation process should continually monitor the

language situation in the society so as to amend the policy or its implementation in the light of changing language circumstances in the society and its international relations, in the light of developments in the linguistic sciences and the new understandings they bring, and in the light of the on-going assessment of the policy's success.

III.B. Role of English III.B.1 Preamble English is the dominant language in Australia and is, in practice, the national language. Therefore, if all citizens and permanent residents are to enjoy equality of status and opportunity in Australia, they ought to be considered to have an inalienable right to learn English to that level of proficiency that meets their personal, social and vocational needs as they themselves perceive them and as their capacity to learn allows them to attain. Opportunities are required for continuous development from zero proficiency through to native-like or to that level which fulfils the individual's needs as he/she perceives them and as their learning ability permits. Where limitation of resources restricts the range of classes available and any individual's access to them, selection (i.e., of what is offered to whom, when and where) should be determined considering some or all of the following factors: priority of meeting all persons' survival needs, personal and societal need, vocational (including employment and educational) opportunities, social interaction, social cohesion, and personal satisfaction and fulfilment.

Granted the nature of Australian society, the causes of its diversity , and the magnitude of the ESL needs, the responsibility for meeting those needs must be seen as falling on society in general, governments, educational institutions, employers, and, in fact, on all those institutions and organisations that cater for, depend on, or profit from the general public. Their responsibility is to provide facilities, time, and positive encouragement to enable non-native speakers to learn English.

The AFMLTA recognizes the importance of including in a national language policy consideration of how the English language skills of native English speakers might be maximized. However, for the purposes of this submission, it wishes to restrict its advice to those important aspects of the issue relevant to second language teaching and learning.

III.B.2 Policy and Implementation Recommendations: English

Table 2 Policy and Implementation Recommendations: English

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
1. Equality of opportunity. 2. Confirming identity as Australians through a common language.	1. To ensure all citizens and permanent residents can learn English at least to survival levels and beyond to the level that meets their personal, social, vocational or leisure needs. 2. To ensure all Australians develop proficiency in English as a major aspect of national identity and development of social cohesion, without denigrating the other	1. That the present reforms being undertaken in the migrant education programme be continued and accelerated. 2. That provisions for migrant education be expanded in accordance with the needs referred to earlier and identified in the sociolinguistic surveys of the Department of Immigration and Ethnic Affairs. 3. That all non-native English speakers have the opportunity to develop both general proficiency and the "special purpose" proficiencies that meet their needs. 4. That all educational institutions recognize that the normal population for which they cater includes significant numbers of non-native English speakers. 5. That all teachers be sensitized to the needs of non-native English speakers.	1. That existing Migrant Education Centres be expanded and new ones established in suburban as well as inner city areas. 2. That all educational institutions include special provisions to ensure non-native English speakers can take classes in both "general" and "special purpose" English to such a proficiency level that their English skills do not inhibit their academic success. 3. That all school systems differentiate native and non-native speaking students for assessment purposes with assessment for non-native speakers and their selection for College and University being based on levels of second language proficiency achieved and not on success in examinations designed for English as a first language. 4. Inclusion of courses in teaching English as a Second Language and catering for the non-native speaker	1. Humanitarian and democratic principles require that no Australian suffer discrimination through not having been born into an English-speaking home. 2. Consequently, having positively encouraged immigration, Australia has a responsibility to offer the opportunity to learn English that will enable all individuals willing and able to do so to overcome the disadvantage to equality of opportunity in Australia of not speaking English. 3. First and second language tests have been demonstrated not to be interchangeable. 4. All teachers are teachers of language; all teachers in Australia have students in their classes who are non-native speakers.	1. National socio-linguistic surveys conducted at regular intervals (e.g., every 5 or 10 years). 2. Existence of ESL and ESP courses in all educational institutions. 3. All pre-service teacher education courses containing opportunities for all students to learn another language. 4. Teacher registration regulations throughout Australia containing second language skill provisions. 5. The teaching of English as a Second Language as a "major teaching subject" available in all pre-service teacher education courses. 6. Existence of graduate diplomas and other graduate courses in TESL.

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
52	2. (cont.) languages but foster- ing the notion that to be an Australian includes being bi- lingual in English and another language.	6. That teachers employed full-time as ESL teachers be required to have specialist qualifications in second language teaching. 7. That research and teaching in applied linguistics in general, in second language teaching, and especially in the teaching of English as a Second Language be encouraged in all tertiary institutions.	4. (cont.) in all pre-service teacher education courses. 5. That experience in learning another language be required of all future teachers, who must demonstrate before registration at least "survival proficiency" (i.e., 1+ on the ASLPR) in a language other than English. 6. That pre-service teacher education courses allow teachers at all levels to take ESL as a major teaching subject. 7. That all teacher educ- ation institutions offer graduate diplomas, masters degrees, and doctorates (as appropriate) in areas related to the teaching of English as a Second Language. 8. That at least one University in each State and Territory be specially funded to provide a Chair and/or Department of Applied Linguistics.	5. Teachers can be sensitive to the problems of non-native speakers only if they have them- selves experienced what it is to learn and operate in another language. 6. Specialist teachers require specialist train- ing. 7. Applied linguistics is the science that under- pins second language teaching: progress in TESL is dependent on research and development in applied linguistics.	7. Existence of a Chair or Department of Applied Linguistics in each State or University. 8. More effective and efficient ESL programmes with more rapid development of profic- iency and learner confidence, and a lower dropout rate.

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
54		8. That a wide variety of ESL learning opportunities be provided.	9. That all teachers currently employed in pre-schools, Primary and Secondary Schools (other than those with prior specialist second language teaching qualifications) be given a one-week seminar in English Second Language teaching, its needs, problems and practices. 10. That at least the following provisions be made available to learn English: . full-time centres for learners of all ages staffed by highly trained specialist TESL staff; . hostel classes; . withdrawal classes in school and work-place; . classes in schools, colleges, universities as a normal part of the institution's activities; . distance learning facilities including correspondence courses; . self-access centres; . radio and television; . private classes; . home tutors and other community support schemes	8. Different learners have different preferred learning styles and need different opportunities at different times, in different modes. 9. Employers using the labour of non-native English speakers have an obligation to assist them to acquire English though the tuition costs should be met through the migrant education programme.	9. Range of opportunities ensuring that non-native speakers anywhere in Australia can learn English.

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
3. To maximize English learning and maintain Australia's language resources.	56	1. That all children be required to become bilingual in English and another language. 2. That language maintenance and development programmes be available for all children throughout the school system (pre-school, Primary and Secondary) and that facilities for the tertiary study of all Australian languages be provided.	11. That non-native speakers of English be encouraged to develop English skills through . access to employment (see below) . work release . allowances . financial incentives (e.g., increased promotional opportunities, lump-sum payments) . child-minding facilities at no cost to the learner . conveniently located centres . relevant, effective courses with good quality teaching and materials. 1. That all schools be required to offer second language teaching courses to all children and language maintenance and development programmes to all children. The latter will be in English for native English speakers (cf. the present first language English courses) and in other languages for their speakers. Second language courses will be in English for non-native English speakers and in other languages for native English speakers.	1. Australia's languages are a valuable resource that can only be conserved if language maintenance and second language programmes are available to teach them. 2. There is much research evidence (e.g., reviewed in Swain and Cummins 1979) that second language learning can proceed successfully only when the learner's own identity and self-concept are secure. Recognition of the child's language and culture by	1. Existence of language maintenance and second language programmes in all schools. 2. All children leaving school at least bilingual. 3. More rapid and effective learning of English by non-native speakers.

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
58			2. That self-access and distance learning programmes be developed to teach languages numerically too small for inclusion in the regular curriculum of a school, that language teaching centres be formed in all major centres to provide diversified language learning opportunities and access to learning opportunities in the language of the learner's choice. 3. That language courses be provided by radio and television, especially using ethnic radio and multicultural television. 4. To recognize (subject to an external examination in Secondary Schools and the use of an approved syllabus) ethnic school language courses. 5. That, as an interim measure, native speakers be employed to teach languages if trained teachers are not available provided that they teach under the supervision of a trained language teacher and use an approved syllabus.	2. (cont.) incorporating them in the school system is essential for this. 3. Not all schools can teach all languages yet means must be found to increase the choice of languages available for study, if not in the regular day-school programme, then in supplementary programmes outside the regular school hours. 4. Though language teaching is a specialist task requiring specially trained teachers, they are in short supply, especially in the "community" languages and interim measures are required to increase the language options available ethnic schools and native speakers provide a resource which, regulated to ensure quality of course and teaching, could increase the range of languages available. 5. If non-native English speaking children are to be given the necessity and	4. Increased pride in Australia's diverse linguistic and cultural heritage amongst all Australians and more secure self-concept and sense of identity in "ethnic" children.

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
	4. To improve the quality of teaching in migrant education and other ESL programmes.	1. See teacher education recommendations in B.1 above. 2. That English language teaching be recognized as a permanent part of the education system and funded and staffed accordingly.	1. See teacher education recommendations in B.1. 1. A minimum of 60% of the teaching staff in Migrant Education Centres employed on a tenured, full-time basis.	5. (cont.) benefits of second language learning, native English speakers should also. 1. See teacher education recommendations in B.1. 1. At present a rapid turnover of staff in the migrant education programme caused by the lack of tenure and lack of full-time teaching is causing instability and loss of teachers at a time when they have started gaining teaching skills. 2. Need for a solid core of competent staff. 3. Nevertheless, the fluctuating nature of the migrant programme precludes a 100% tenured staff.	1. Data in qualifications and experience of staff in migrant education programmes. 1. Data on staff turnover on migrant centres.

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
62		3. That the development of materials to teach English as a Second Language be positively encouraged in Australia.	1. That the present materials development activities of the Federal Departments of Immigration and Education continue at at least their present level. 2. That commercial publishers be encouraged to publish Australian developed materials at least for the Australian market. 3. That the copyright laws be modified to allow the copying for language teaching purposes of authentic materials.	1. The Education Branch of the Department of Immigration and Ethnic Affairs and the Language Teaching Branch of the Department of Education have done much to provide materials. 2. The use of overseas materials designed to teach British or American English is inappropriate in Australia. 3. Overseas publishers continually attempt to "flog off" overseas materials in Australia because it is more profitable than printing and selling Australian materials. Often out-dated excess volume from overseas markets seems to be sold in Australia.	1. Increase in the Australian designed materials available on the market and in use in language classes. 2. More Australian teachers demonstrating creativity in the materials they use and offer for publication. 3. Decline in imports of overseas published language teaching materials, increase in sales of Australian materials, and increase in export earnings from (English) language teaching texts.

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
	5. To ensure access to education and vocations by non-native English speakers.	1. That all educational institutions and vocational training institutions recognize that the population for which they are catering includes a significant proportion of non-native English speakers. 2. That non-native English speaking children entering school at any level be able to enter bilingual education programmes that continue their education in their first language while they receive intensive tuition in ESL. 3. That registration boards consider separately requirements for English proficiency and vocational training.	1. That all educational institutions offer as part of their normal programme "general", "special purposes" and/or "academic purposes" courses in English. 2. That all vocational training institutions offer upgrading and bridging courses for persons trained overseas. 3. That special Migrant Education Centres provide bilingual education in the languages of demand and, where numerically justifiable, bilingual programmes be offered in schools. 4. Vocational registration boards should specify realistic minimum levels of English proficiency, assess them by valid and reliable means, and be required to justify their practice. 5. Testing facilities should be provided to enable persons who feel they have been	1. Australia is not a monolingual society and educational institutions must cater for the diversity: if tuition is in English, then the means must be provided for new students to acquire the pre-requisite English skills. 2. Persons trained overseas need to be familiarized with Australian conditions and procedures. 3. Australia has signed and incorporated into its own law such treaties as those referred to earlier that outlaw discrimination on the basis of language. 4. Poorly constructed, unvalidated tests (such as the AMEC English test used by the Australian Medical Examining Council) should not be permitted to be used since they unjustly discriminate against non-native speakers and, in any case, do not serve their professed purpose of allowing only those with appropriate skills to practise.	1. Provision in all educational institutions of ESL, ESP and EAP programmes (English as a Second Language, English for Special Purposes, English for Academic Purposes) for students who need them. 2. Bilingual programmes in all Primary and Secondary Schools were a need exists and in all migrant centres. 3. Vocational registration requirements differentiating language proficiency and vocational training. 4. Existence of language testing facilities as in Section . . 5. Replacement of inappropriate, unreliable or invalid assessments of the adequacy of the

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATIONS OF SUCCESS
		4. That a wide range of "English for Special Purposes" (ESP) courses properly designed and staffed by specialist teachers be made available in accordance with learner demand and vocational priority.	5. (cont.) discriminated against on the basis of their English skills (and thereby have been excluded from educational or vocational opportunities) to appeal to an accredited language testing authority (see Section III.C.5). 1. That institutions with expertise in second language teaching be funded to mount ESP courses in response to demand and vocational priority. 2. That vocational education institutions be funded to provide ESP courses in their areas of expertise as demand requires using specialist staff employed permanently or on contract.	1. General English courses and the development of general proficiency are not enough to ensure non-native speakers can work in vocations involving significant language use or that they can meet registration requirements. Opportunities to develop proficiency in the relevant vocational register are essential i.e., they need English for Special Purposes (ESP) courses. 2. ESP courses mounted in Australia to date have been mounted on a one-off basis with the result that specialist staff are lost and course planning has to start each time from scratch and new staff have to be trained. Permanency	5. (cont.) English proficiency of applicants for vocational registration by more valid, reliable instruments and systematic procedures. 1. Existence of a variety of ESP courses. 2. A higher proportion of persons vocationally trained overseas entering their profession in Australia.

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATIONS OF SUCCESS
	68		55	2. (cont.) would reduce costs and increase the quality of what is offered. 3. ESP course design and teaching are specialist tasks requiring well developed skills, good community contacts and, if possible, but of least importance, work experience. A well staffed language department or language teaching centre is better fitted for the task than a vocational education institution (such as TAFE) which may have competence in some vocational areas but generally lacks relevant language teaching staff and facilities. 4. The present situation in which many overseas trained persons are unable to practise their vocation in Australia through lack of special language skills constitutes a massive waste of human resources, personal frustration and a denial of the skill-based policy of the migration programme.	69

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
3. Improved development of English first language skills and other cognitive skills.	1. To maximize the development of English language skills in all native speaking children.	1. That all children be given the opportunity to develop proficiency in another language. 2. That all children be introduced to basic linguistic concepts and thereby be sensitized to the nature of language.	1. That all schools offer tuition in another language to all children and all children be required to learn another language. 1. That all English as a first language courses in Primary and Secondary Schools include the formal study of the nature of language, i.e., include a basic course in elementary linguistics.	1. There is accumulating evidence (e.g. Swain and Cummins 1979, Hancock 1977, Landry 1973 and 1974, Di Pietro 1980, Samuels and Griffore 1979, Eddy 1978 and 1981) that learning a second language has a significantly beneficial effect on the first language ability of majority-group children, on general educational attainment, on cross-cultural attitudes, on creativity, and on cognitive skills in general. 1. The public outcry against a (real or imaginary) decline in basic English language skills has occurred at the same time as a dramatic decline in the teaching of formal grammatical concepts and foreign languages. 2. Though a direct relationship between "formal grammar" and improved English expression is hard to substantiate, it seems likely that the teaching of elementary linguistics will make	1. All schools offering and all children taking a second language. 2. Long term research into the effect of second language learning on first language skills and cognitive skills. 1. Elementary linguistics courses included as components of English courses for native English speakers in Primary and Secondary Schools. 2. More sensitivity amongst students in Primary and Secondary Schools to language and its forms and an increased ability to use English in a socially acceptable way.

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
	72		57	2. (cont.) students more aware of and sensitive to relation- ships and how they are expressed and to language in general; consequently such study is likely to improve their level of skills in their first language (i.e. English). 3. Second language teachers are convinced that those students who have some conscious understanding of the nature of language and of the grammar of their first language, progress more rapidly in learning a second language, especially in a formal language teaching situation.	73

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
4. Development of skills in English as a language of international communication.	1. To assist other countries to develop their English skills. 2. To enhance Australia's enlightened self-interest through its aid programme. 3. To make available to other, especially developing, countries Australia's growing skills in English language teaching. 4. To earn foreign exchange through educational programmes.	1. That Australia encourage private students from other countries to come to Australian institutions to learn English and to take courses in applied linguistics and second language teaching. 2. That Australian aid programmes promote the learning of English in developing countries by sending to them Australian teachers and lecturers to teach English, applied linguistics and second language teaching and by funding their students to come to Australian institutions.	1. That Australian institutions be permitted to offer fee-based courses in ESL, applied linguistics and second language teaching to private foreign students, with the profit from the fees being retained by the institutions. 2. That Australian institutions with demonstrable competence in teaching English as a Second Language, applied linguistics, and language teacher education be funded on a continuing basis.	1. Such courses as those proposed are major earners of foreign capital for institutions in Europe and North America. Australia has, up to now, largely ignored the economic and political possibilities offered. 2. If institutions were able to offer such courses to foreign fee-paying students, they would have a source of income to assist them to hedge against the reductions in government-allocated funds, to fund research programmes, and to finance staff and student development activities. 3. Continuity in funding and programming is essential to allow institutions to attract and retain expert staff, to allow adequate development and trialling of courses, and to facilitate research involving such programmes.	1. Continual increase in intake of private foreign students and of government-sponsored students. 2. Existence of such courses in a majority of Australian colleges and universities with relevant staff. 3. Growing reputation for Australia as an international centre for foreign students to learn English and train as English teachers. 4. Significant contributions to Australia's balance of payments from tuition fees.

III.C. Use of Languages in the Community

III.C.1 Preamble : This aspect of a national language policy covers a diverse range of topics. Some of these, including the general background, were discussed in Section I and some will emerge under other sub-headings in this section.

Fundamentally, the need is to see Australia as a multilingual society in which English dominates especially as the medium for inter-group communication and for access to programmes and services. Consequently, to ensure equality of access to services and programmes in the society, on the one hand, all persons must have the opportunity to learn English (see Section B above); on the other hand, recognition of the linguistic diversity of the Australian and international communities which have to be understood and with which communication has to be established means that the various programmes and services should use bilingual staff, translators and interpreters, and that documents and other forms of communication should be available in simple English and in languages other than English. In addition, there are many purposes for which judgements must be made concerning a person's proficiency in English or other languages and means are required to enable proficiency statements to be made in a way acceptable to the public and providing an avenue for appeal if a person believes that he is suffering injustice as a result of erroneous or uninformed judgements being made about his language

skills.

III.C.2 Information Dissemination and Public Documentation

III.C.2.a Preamble : Information dissemination and public documentation should be encouraged to take account of the fact that a significant proportion of the Australian population contains non-native speakers. In any case, there is much evidence that many documents (insurance policies, laws, legal documents, etc.) are unnecessarily complex and jargonistic.

Ethnic radio and multicultural television are complex matters which this Federation strongly supports in principle but which it is not qualified to elaborate on in detail except to the extent that language teaching and learning are involved.

III.C.2.b Policy and Implementation Recommendations: Information and Documentation

III.C.2.b Policy and Implementation Recommendations: Information and Documentation.

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
1. Efficient and effective information dissemination and public documentation through comprehensible language.	1. To give all Australians access to public information through the press and media.	1. That existing policies on ethnic radio and multicultural television be continued and extended. 2. That the press and media be encouraged to provide some of their items in other languages.	1. That ethnic radio and multicultural television be extended to all parts of Australia. 2. That, in the short term, ethnic radio and multicultural television programmes be provided on existing stations or channels unless otherwise available. 3. That, as soon as practicable, satellite-beamed transmissions be used to give all Australians access to at least one ethnic radio station and at least one multicultural television channel. 1. See Goal 3 and Section C.3 on bilingual employees. 2. That a system of awards be made to newspapers that provide such a service (cf. existing awards for quality in reporting, photography, etc).	1. Ethnic radio and multicultural television provide sources of information in the languages spoken in the community. 2. Ethnic radio and multicultural television provide an important means to sensitize society in general to the linguistic diversity of the nation and to foster inter-cultural understanding. 3. Ethnic radio and multicultural television provide an important means to assist people both in and out of educational institutions to learn other languages. 1. The use of languages other than English in the major papers would provide information to people, allow the non-English speaking community to identify with the rest of the community, encourage the community as a whole to recognize that languages other than	1. Availability of at least one ethnic radio station and at least one multicultural television channel in all parts of Australia. 1. Appearance of items in languages other than English in all papers. 2. Growth in the "ethnic press". 3. Reports in the press in "plain" or "simple" English.

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3. That the ethnic press be encouraged to continue and extend.

4. That the "other languages" referred to in Items 2 and 3 above include a "plain" or "simple" English version comprehensible to non-native speakers with a reading proficiency not above survival proficiency (R: 1+ on the ASLPR).

5. That journalism courses include a unit on writing controlled English.

1. (cont.) English exist, and provide an important source of authentic language for language teachers and learners.

2. In practice it is recognized that languages other than English are unlikely to occur frequently in the major dailies or weeklies and that the ethnic press will remain the principle written source of information.

3. The Education Branch of the Department of Immigration and Ethnic Affairs (1982) estimates that at least 3/4 million Australians are at or below R:1+.

4. Readability is now more or less understood but journalists and others require training in writing controlled English for non-native speakers.

4. Publication of a daily or weekly paper in "plain", "simple" or "controlled" English.

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
	2. To make laws and legally binding documents comprehensible to the general public.	1. That all laws and legally binding documents be written in "plain" or "simple" English.	1. That information and seminars on the writing of "plain" English be made available to parliamentary draftsmen, credit unions, banks, higher purchase and other loan companies, insurance companies, government departments, and any other organization producing legally binding documents. 2. That pre-service training courses in law, accountancy and other relevant fields include units on the use of plain language. 3. That eventually legislation be introduced requiring that laws and legally binding documents be written in plain language, avoiding technical terms as much as possible, and using a coherent and easily readable style. 4. That legislation be introduced requiring that translations of legally binding documents be made available if requested by the contracting party.	1. See 4 immediately above. 2. The "plain" English movement is gaining momentum in other countries and, in the United States, legislation of the sort proposed here has been passed (see the newsletter <u>Simply Stated</u> for examples). 3. Signatories should not be held responsible for documents they could not have understood and yet people are often pressured by unscrupulous salespersons, police or others into signing. 4. There is accumulating information on readability but this needs to be gathered into a clearing-house and disseminated; the proposed national language institute would be suitable for this purpose.	1. Mounting of seminars. 2. Use of "plain" language in laws and legally binding documents. 3. Use by relevant companies and departments of translator services and employment of translators by companies and departments to respond to requests for translations of documents. 4. Provision of facilities in courts of law to have an accused's English proficiency and the readability of documents assessed. 5. Existence of a "Document Design Centre" in the national language institute.

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
	3. To ensure access to information provided by persons in public-contact positions.	1. That persons in public-contact positions be encouraged to become bilingual. 2. That interpreter facilities be readily available to persons in public-contact positions.	5. That legislation be introduced disallowing the use of police "verbals" as evidence where the "confession" is not written in the accused's first language or where the readability level exceeds the accused's English reading proficiency level. 6. That a "Document Design Centre" be established (perhaps as part of the national language institute proposed elsewhere in this submission) and be given the tasks of gathering and disseminating information and providing advisory services on the use of plain language.	1. The employment of more bilingual persons in public-contact positions will facilitate access to information, programmes and services by non-English speakers.	1. The opportunity to develop practical skills in another language available in all vocational courses.

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
	86		2. That recruitment policies of public and private employers be encouraged to give preference to bilingual persons when public-contact positions are being filled. 3. That intensive courses in a wide variety of languages (similar to the "professional language programmes" currently but intermittently offered) be available in at least one College or University in each city and workers be encouraged to undertake them full or part-time. 4. That the use of "'Language' Spoken Here" signs be encouraged in shops, offices, and other public-contact places. 5. That all wage and salary awards (but especially those related to public-contact positions) include a loading in favour of persons with proficiency in two or more languages, the loading being related to number of languages and practical proficiency level.	2. Facility in two or more languages should be seen as a positive advantage and rewarded accordingly. 3. Salary loadings would serve as a real incentive for persons to acquire proficiency in another language with a real impact on Australia's language resources and school enrolments. 4. The use of "'Language' Spoken Here" signs would help non-English speakers to identify where help is available and would serve a public education role in drawing attention to the existence of other languages and the normality of bilingualism. 5. Higher education institutions in Britain and elsewhere commonly offer programmes that allow the study of a language and the development of practical communication and other skills in it to be combined with other majors. See James and Rouvel 1973 for examples.	2. Recruitment policies and job advertisements including references to language skills. 3. "'Language' Spoken Here" signs commonplace. 4. Loadings for skills in two or more languages written into all wages and salary awards. 5. Double majors and other combinations of a language with a vocational skill being taught in all Colleges and universities. 6. Employment of translators and interpreters in all large enterprises. 7. Expansion of the Telephone Interpreter Service in terms of staff, languages, hours, services and quality of staff.

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6. That Colleges, universities, and other training institutions be encouraged to re-structure their courses to allow students to develop practical, relevant skills in at least one language in addition to English at the same time as taking other vocationally (or academically) oriented programmes (e.g., a student might do Medicine and Greek, Architecture and Italian, Tourism and Japanese, etc.)

7. That, where demand warrants it, public and private employers be positively encouraged to employ translators and interpreters.

8. That the Telephone Interpreter Service be expanded in number of employees, languages and hours of operation and that it include an expanded and more rapid translation service available to the general public.

9. That the Telephone Interpreter Service work towards the situation where it employs only trained translators and interpreters.

6. At present it remains difficult to have translations done, there is usually a long delay in obtaining the translation, and the degree of accuracy is not always very high.

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
30		3. That persons in public-contact positions be trained in the use of "plain English" and be required to use it when appropriate.	1. That pre-service and in-service vocational training programmes for persons in public-contact positions include courses in the nature, production and use of "plain" (or controlled) English. 2. That persons in public-contact positions be encouraged as a natural courtesy to use "plain" English at an appropriate level in interaction with non-native speakers and to make available "plain" (or controlled) English versions of documents and papers when requested to do so.	1. Much is now known about "readability" but persons require training in producing controlled English. 2. Comments here apply to the oral language as well as the written language.	1. Units in pre-service and in-service vocational training programmes developing the understanding of and ability to produce "plain" English. 2. Surveys of persons in public-contact positions showing they are able to produce "plain" (or controlled) English.

III.C.3 Bilingual Workers

III.C.3.a Preamble : The internal and international needs of Australian society can be met only as the number of bilingual workers increases. This is vital both to provide necessary communication skills and to increase the level of understanding of firms, departments, institutions and the nation as a whole of people and groups both within the Australian population and in other countries. The needs for bilingual employees emerge not only from the demographic, linguistic and cultural structure of Australian society but also from Australia's international situation.

III.C.3.b Policy and Implementation Recommendations: Bilingual Workers

III.C.3.b Policy and Implementation Recommendations: Bilingual Workers

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
1. Communication with non-English speakers within Australia and internationally and cross-cultural understanding of them.	1. To ensure that communication and understanding exist between the providers of programmes and services in the Australian community and non-English speakers. 2. To ensure that Australian firms, departments, delegations, etc. understand and can communicate with other countries.	1. That employers be encouraged to recognize the need for language skills and cross-cultural understanding and how they can be met. 2. See Section C.2, Goal 3, Policy Recommendations, No. 1. 3. That employers, teachers and students be encouraged to see that language skills may not be an end in themselves but a tool to be used in conjunction with other skills.	1. That an awareness campaign be instituted through the press and media, through publicity, and through conferences and workshops to make public and private employers aware of the need for language skills and cultural understanding and the advantages to be gained from employing bilingual persons. 2. That a system of government incentives be provided to encourage the employment of bilingual persons (e.g., preferential contract allocation, payroll tax concessions, etc.). 1 to 5. See Section C.2, Goal 3, Policy Recommendations 1 and 2, Implementation Proposals Nos. 1, 2, 4, 5 and 6. 6. That teachers, syllabus developers and employers be encouraged through publicity, conferences, workshops and joint discussions to see how language skills may be viewed not as an end in themselves or a sole reason for employment but as desirable additional skills.	1 to 4. See Section C.2, Goal 3, Rationale Nos. 2, 3, 4 and 5. 5. Many people (including teachers and students) seem to want to see the justification for language learning as lying in the use of the language as the sole reason for employment. This is contrary to the nature of language, which is a tool by which other things are achieved.	1 to 5. See Section C.2, Goal 3, Indicators Nos. 1, 2, 3, 4 and 5. 6. Appearance of more advertisements listing proficiency in two or more languages as desirable even though the principal nature of the job is not language-focused.

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
					6. Surveys of student and graduate expectations about their language skills. 7. Existence of more courses at all levels aiming to develop proficiency in a language either as an additional general skill to be used in the workplace or as a practical tool specifically related to the nature of the work.

III.C.4 Translating and Interpreting:

III.C.4.a Preamble: Although much has been done in recent years to improve the quality and availability of translators and interpreters, competent translators and interpreters remain in short supply, access to them is difficult, few people seem aware of where they can be contacted, and many people requiring the services of translators and interpreters remain unaware of the specialized, highly skilled nature of the profession. Too often the quality of the services provided by NAATI-accredited translators and interpreters and by the Telephone Interpreter Service is unsatisfactory. Members of the Modern Language Teachers Association who, by their profession, are aware of the nature of the task of translating and interpreting but not generally trained for it, frequently complain that they are approached to translate documents: while they frequently accede to the request, they complain that the enquirer usually is totally unaware of the magnitude of the task (especially if, as generally occurs, the document contains technical or register-specific language), oblivious to the time and skill involved, and disinclined to offer adequate or any reimbursement. There is need for a more visible translation service, for its services and the reasons for them to be publicized, for the service to have a re-directing role when the task is beyond the capacities of its own staff, for better employment opportunities for translators and interpreters (these to include a career structure), and for tighter quality

control.

**III.C.4.b Policy and Implementation Recommendations: Translating
and Interpreting**

III.C.4.b Policy and Implementation Recommendations: Translating and Interpreting

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
1. Provision of translating and interpreting services to facilitate communication and information transfer between groups within Australia and for Australia internationally.	1. To ensure good quality translation and interpreting services are readily available when needed either within Australia or by Australians internationally.	1. See Section C.2.b, Goal 3, Policy Recommendation No. 2. 2. That only accredited translators and interpreters be used in public and private services and institutions dealing with the general public and drawing on government funds (e.g. hospitals, courts of law, Telephone Interpreter Service, etc.). 3. That the quality of translating and interpreting services available be progressively improved.	1-3. See Section C.2.b, Goal 3, Implementation Proposals Nos. 7, 8 and 9. 4. That staffing funds be allocated to include positions (part-time or full-time as demand warrants) for translators and interpreters in public services. 5. That all Colleges and universities be encouraged to include courses on translating and interpreting both (a) as a specialist vocational skill and (b) as a unit within other courses to provide a supplementary skill. 6. That, as the number of trained translators and interpreters increases nearer to the level of demand, NAATI amend its rules to limit accredited translators and interpreters to translating or interpreting only into their first language. 7. That the use of untrained persons as translators and interpreters be discouraged.	1. See Section C.2.b, Goal 3, Rationale No. 6. 2. Trained accredited translators and interpreters should be used whenever possible. 3. Permanent positions, assured recognition of the worth of their duties, and adequate salary scales are pre-requisite to career structures which, in turn, are essential to ensure a continuing supply of trained translators and interpreters. 4. At present the lack of trained personnel prevents the imposition of such strict rules for translators and interpreters as operate in the British Institute of Linguists which requires that translators and interpreters translate only into their first language. This is a desirable requirement. 5. Translation and interpreting are skilled tasks involving abilities beyond but including high level proficiency in both languages and understanding of both cultures.	1-2. See Section C.2.b, Goal 3, Indicators Nos. 6 and 7. 3. Existence of a career structure for translators and interpreters. 4. Employment of translators and interpreters in public and private services in Australia and overseas. 5. Allocation of a translator and/or interpreter to all delegations sent overseas from Australia. 6. Amendments to NAATI rules to require translators and interpreters to translate only into their first language. 7. No evidence that casual passers-by, cleaners, children, etc. are being used to interpret in hospitals, public services, etc.

III.C.5 Proficiency Assessment:

III.C.5.a Preamble: In a multilingual society or wherever interaction takes place in a variety of languages (e.g., in international relations), judgements are continually being made about the language proficiency needs of activities (e.g., of an employment position, of an educational or training programme, etc.) and about individuals' proficiencies or their linguistic capability to engage in the activities. In Australia, the most obvious and the largest area of need is in ESL but similar needs exist in other "community" languages or languages for international use. Whenever, wherever, and in whatever language proficiency is an issue, all persons should have the right to be tested by an expert using an appropriate, informed, valid and reliable instrument. Possible (but not exclusive) instances where such recourse is required include citizenship; vocational registration; access to employment; in a court of law where, for example, a defendant's ability to understand a signed confession is at issue; or where a student feels he has been wrongfully denied enrolment. Ultimately, appeal to a central testing authority should be possible, though, in the first instance, the appeal should be to a local accredited tester.

Where proficiency assessment is carried on, it must be done on a valid and reliable basis. All pre-service, graduate and in-service courses to train second language teachers should

contain units on proficiency assessment while opportunities to specialize in language testing should be provided in graduate programmes. To avoid the dangers and discrimination arising from inaccurate judgements of non-native speakers' proficiency and to enable defensible proficiency assessment facilities to be freely available, all migrant education centres should include personnel with specialist qualifications in language testing (especially second language proficiency assessment). In addition, a central testing authority to collect and disseminate information and guidance on language testing, to act as an ultimate place of appeal in cases of dispute over a non-native speaker's proficiency, and to engage in language testing research, should be established. Research urgently required includes the development of new test instruments appropriate to Australian requirements. The Australian Second Language Proficiency Ratings have been developed to measure general proficiency but other test types serving other purposes are also required, in particular to measure "specific register" proficiency in priority vocational areas. The central testing authority could be incorporated into the national language institute proposed elsewhere in this submission.

Vocational registration procedures must separate out for independent consideration English proficiency and vocational training. The interests of no-one (society, clients, or migrants) are served by lowering defensible standards (i.e., by

ignoring realistic requirements for English proficiency and cultural understanding). However, to say that the English skills of non-native speakers must be indistinguishable from those of native speakers is unrealistic, unnecessary and, therefore, discriminatory. The solution is to make realistic requirements, to judge them validly and reliably, and to provide the means by which those requirements can be met. When judgements concerning language are made, they must be made fairly, validly and reliably. Registration authorities should not be permitted to continue to use poorly constructed, unvalidated tests (such as the AMEC English test) but should be required to show that the language proficiency assessment procedures adopted are informed, valid, reliable, and appropriate. Non-native speakers who feel that they have been unjustly discriminated against on the basis of their language proficiency should have the right of appeal to an accredited (ultimately, central) language testing authority. Similarly, employers, registration authorities and others wishing expert advice on proficiency assessment, wishing to have experts undertake their proficiency assessment for them, or wishing advice on proficiency levels required to undertake specific tasks should have the right to request assistance and advice from the central testing authority.

III.C.5.b Policy and Implementation Recommendations: Proficiency Assessment:

III.C.3.b Policy and Implementation Recommendations: Proficiency Assessment

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
1. That the proficiency of non-native speakers of a language be fairly, validly and reliably established for whatever purpose is required (e.g. entry to educational institutions, employment, vocational registration, legal responsibility, citizenship, etc.).	1. To provide means by which non-native speakers can have their proficiency fairly, validly and reliably measured and stated. 2. To make advice available to institutions, employers, vocational registration authorities on language proficiency requirements.	1. That a system of language proficiency assessment be established to which persons wishing their own or others' language proficiency to be assessed could have recourse. 2. That all language teachers be given basic training in language testing, especially proficiency assessment, in their pre-service courses and that opportunities be given in all teacher education institutions for specialist training in language testing (perhaps as part of other graduate programmes).	1. That a central language testing authority be established (perhaps as part of the national language institute discussed subsequently) to provide information and advice on language proficiency levels and assessment and to act as an ultimate place of appeal for persons who believe they have suffered discrimination on the basis of unjustified assumptions about their language proficiency. 2. That a system of accredited language proficiency testers be established and regulated by an accreditation authority (similar to NAATI for translators) that would ensure that accredited testers had appropriate levels of training and skills in the relevant language and in language testing. 3. That at least one College or university in each State and Territory be funded to provide	1. These needs exist not only in English but in any language used in Australia or by Australians internationally. 2. If citizenship, educational and employment opportunities, vocational registration, legal provisions, etc. depend on a person's proficiency in a language, then it is a question of fundamental justice that that person should have access to fair, valid and reliable assessment. 3. An accredited tester's assessment could have major implications for the users of the results' (non-native speakers, employers etc.) and assurance is needed that statements of a non-native speaker's proficiency are as fair, valid and reliable as possible. 4. "Direct tests" such as the Australian Second Language Proficiency Ratings for general proficiency provide the	1. Establishment of a central language testing authority. 2. Compilation of a register of accredited language testers. 3. Formation of a clearinghouse on language tests. 4. Preparation and teaching of short courses to train language testers. 5. Use of the proficiency testing system by vocational registration boards for advice and referral of applicants. 6. Staff lists from migrant education centres showing the employment of accredited testers. 7. Lists of cases handled by accredited testers.

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
			3. (cont.) for trained second language teachers short (possibly 3 month) courses in language testing leading to their being registered as accredited language testers. 4. That each migrant education centre include on its staff at least one person accredited as a language tester. 5. That the central testing authority maintain a register of accredited testers and a clearing-house on language tests. 6. That the central testing authority collect and disseminate information on language testing, testers, and services available. 7. That all pre-service and graduate programmes in second language teacher education include units on second language testing (including proficiency assessment).	4. (cont.) most useful way of assessing and stating proficiency but their validity and reliability depend on the competence of the tester. 5. The accredited testers and the central testing authority would be available for advisory services as well as testing. 6. Accredited language testers may be employed full time on language testing (depending on a Centre's needs) but would, in general, be teachers with accreditation in testing and available to be called upon when their specialist skills were needed.	8. Dissemination of information on testing in newsletters and other publications from the central testing authority. 9. Existence of units on language testing (including proficiency assessment) in pre-service language teacher education programmes and in graduate programmes.

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
	3. To make available test instruments for all purposes in all languages for which there is need in Australia.	1. That a major test development exercise be undertaken to develop and validate proficiency measuring instruments for those purposes and those languages needed in Australia.	1. That the central testing authority or existing organizations such as the Commonwealth Education Department or ARGC be provided with research funds to distribute to researchers willing to develop and validate tests. 2. That, in particular, tests be developed to measure proficiency (practical language skills) in . child learners of ESL and other languages . "specific register" proficiency in priority vocational areas in priority languages. 3. That the use of first language tests with second language learners be outlawed.	1. The Australian Second Language Proficiency Ratings have been developed and validated for measuring the practical language skills of adolescent and adult learners of English and other languages. The ASLPR is designed to measure general proficiency. 2. It is possible that an instrument such as the ASLPR could be adapted for use with children and in "special purpose" areas of the language but the necessary research has yet to be done. 3. The research evidence is unanimous and indisputable that first language instruments fail to assess validly the proficiency of second language learners (and vice versa).	1. Listing of research and development contracts let. 2. Publication of new tests. 3. A growing match between the tests available through the clearinghouse and the requests and real needs for tests.

III.D Aboriginal Languages

III.D.1 Preamble Members of this Federation have, on the whole, had less involvement with Aboriginal languages than with others. Since we are aware that other submissions are being made in relation to Aboriginal languages (in particular in the submission of the joint national language associations to which AFMLTA has contributed), we shall not seek to offer comprehensive advice but to focus on a limited number of issues which we consider of considerable importance.

Aboriginal languages must be considered to be of equal worth as other languages and their inclusion in second language programmes has at least as much justification (in terms of the educational, cultural and linguistic benefits of language learning) as any other languages. In terms of their historical relevance to Australia and the urgent need to foster better attitudes amongst the rest of the community towards Aboriginal people, Aboriginal languages could be considered to have special claims. Furthermore, unless urgent action is taken to preserve them it is estimated that most will be extinct within a decade. In 1788, it is estimated that there were 250 Aboriginal languages but by 1982 these had declined to 200, of which all but 30 to 50 could become extinct by 1992 as the last elderly speakers die Bruce Rigsby, personal communication, 1982 .

III.D.2 Policy and Implementation Recommendations: Aboriginal Languages

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III.D.2 Policy and Implementation Recommendations: Aboriginal Languages

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
1. Equality of status, rights, and dignity of Aboriginal people.	1. To ensure the maximum educational development of Aboriginal people.	1. That Aboriginal people who are non-native speakers of standard Australian English be given equivalent opportunities to learn English as migrants.	1. See Section B above.	1. See Section B above.	1. See Section B above.
	2. To provide equal access to services and programmes.	2. That wherever possible and desired by the people, bilingual education be offered to all Aboriginal children in their first language (e.g., an Aboriginal language, Aboriginal English or Creole).	1. See Section B above. 2. That decisions to provide bilingual education be made only after full explanation to and discussion with the parents.	1. See Section B above. 2. The recognition of the worth of a child's own first language or dialect is a fundamental prerequisite to educational success. 3. Unless parents support the introduction of bilingual education it is unlikely to succeed but they must make their decision from an informed position.	1. See Section B above. 2. Existence of successful bilingual educational programmes for Aboriginal children wherever parents want such a programme. 3. Equality of educational attainment amongst Aboriginal children with the rest of the Australian population.
	3. To preserve and develop surviving Aboriginal languages.	1. That the intrinsic worth of Aboriginal languages and cultures and their equality with other languages and cultures be recognized. 2. That language maintenance and development programmes be offered to all Aboriginal children	1. See Section B.2, Goal 3, Implementation Proposals Nos. 1,2,3 and 4. 2. That language maintenance and development programmes be offered in Adult Education programmes in Aboriginal communities and in TAFE Colleges.	1. See Section B.2, Goal 3, Rationale Nos. 1,2,3 and 4. 2. Preservation of the adult language is vital to the survival of the language. 3. Adult programmes could stimulate literary development so preserving the	1. Availability of language maintenance and development programmes to all children and adults who speak an Aboriginal language.

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
		2. (cont.) speaking an Aboriginal language.		3. (cont.) language and culture in written form and providing materials for language teaching programmes.	
	4. To develop more favourable atti- tudes to Aboriginal people and Aboriginality amongst Aboriginal people. 5. To develop more favour- able cross- cultural attitudes to Aboriginal people in the rest of the Australian community.	1. See Goals 1 to 3 above. 2. That at least one Aboriginal language be taught in each Primary and Secondary School in Australia and in each College and University. 3. That all teacher and police education programmes and vocational training programmes for other public-contact positions be required to include at least one semester unit in an Aboriginal language.	1. See above. 2. That an Aboriginal lan- guage be included in the curriculum of all institut- ions either as part of the regular second language offerings or at least in Aboriginal Studies programmes. 3. That all Aboriginal Studies programmes include an Aboriginal language as a basic component. 4. That all Primary School children be taught an Aboriginal language for a minimum of 100 hours. 5. That the Aboriginal language to be taught in any school be determined in consultation with local Aboriginal people and in consideration of the presence of speakers of the language, materials available, local or historical significance,	1. See above. 2. Aboriginal languages should be seen as of equal worth with any other language.. 3. The drastic situation of Aboriginal people in Australia and the unsatis- factory array of cross- cultural attitudes towards them requires drastic remedial measures. 4. The evidence is strong that the teaching of cultural knowledge alone does not effect significant attitude change towards a people but learning their language is more likely to do so. 5. A 100 hour course is approximately half an hour a day for one year and could lead to "Elementary" or "Minimum Survival Proficiency" on the ASLPR.	1. See above. 2. An Aboriginal language being taught in all educational institutions. 3. An Aboriginal language forming a part of all Aboriginal Studies programmes. 4. All teachers studying an Aboriginal language during their pre- service training. 5. Numbers of Aboriginal people teaching their languages. 6. Prepared and published materials.

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
			5. (cont.) and availability of a suitable person to teach. 6. That, wherever possible, Aboriginal people be employed to teach Aborig- inal languages, and that, if they are not language teachers, they be given a short course in language teaching and be permitted to teach under supervision. 7. That materials for the teaching of Aboriginal languages be developed and published, eventually in all surviving Aboriginal languages. 8. That published teaching materials for Aboriginal languages include a self- access format.	6. The actual Aboriginal languages chosen for teaching are less signific- ant than that at least one be taught. 7. Few courses are avail- able to teach Aboriginal languages. The preparation of teaching materials is essential for the preserv- ation of each language, to facilitate language mainte- nance and second language programmes. 8. Self-access format is essential so that the teaching or learning of an Aboriginal language can proceed even without a teacher. 9. It is most essential that teachers and police develop better understand- ing of and cross-cultural attitudes towards Aboriginality and Aboriginal people. 10. Determined action is needed to ensure the survival of the existing Aboriginal languages.	

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III.E Language Teaching

III.E.1 Preamble: Section II discussed the role of languages in Australian society, the needs that language teaching and learning must seek to satisfy, and, in II.4, the state of enrolments. The AFMLTA wishes to emphasize the importance of the Senate Standing Committee's realizing that a national language policy must envisage the whole Australian society. As desirable as the multicultural developments that have occurred in Australia might be, there has been a marked tendency in the way that policies have been administered, developed and implemented for multiculturalism to seem to be relevant only to so-called ethnic communities; in implementation, the important implications of multiculturalism to the English-speaking community have received scant attention. This inadequate concept and application of multiculturalism and the failure to see its relevance to the whole Australian society means that it is in danger of producing a tripartite society (i.e., of "Anglos", "ethnics" and Aborigines) instead of a united, cohesive but diverse society in which all benefit from the diversity; it has meant that while there has been some increase in the learning of "community" languages by non-English speaking children, language enrolments overall have continued to decline so that fewer and fewer children have the opportunity to experience second language learning and Australia is deficient in language skills. The point is not that the multicultural developments which have

occurred are wrong but that they are inadequate and have failed to perceive the needs and implications of multiculturalism for the whole society. The Federation wishes to stress that a national language policy must be seen as applying to the whole Australian society and must envisage the different implications and implementation requirements to meet all the needs.

Not least, it is vital that all children be given the mind-broadening experience of stepping into another culture, of realizing that other people can see the world in other ways and, therefore, of coming to perceive, tolerate and value diversity. It is vital that all children receive the educational, cognitive and linguistic benefits of learning another language. It is, therefore, vital that language learning opportunities be expanded to give all children the chance to learn a language to a practically useful level and that they be strongly encouraged to do so. We observed in Section III that a very significant majority of the Australian population are in favour of more strongly encouraged and, therefore, expanded language learning opportunities. While a minor few strident antagonists are evident in the "Letters to the Editor" columns and some public meetings, their blatant lack of understanding of the issues and benefits involved and their bitter racism reveal that they of all people are most in need of the mind-broadening, attitude-changing experience of good second language learning.

The personal benefits to be gained from learning another language are not derived from any one language or group of languages. Different languages may have different justifications for being included in the education system but all bring the same general educational, cognitive, linguistic and cultural benefits. Different individuals may choose different languages for different reasons. The necessity is to make provisions to ensure that all children (or as many as practically possible) have the opportunity to choose for themselves the language or languages to be learned. It is undesirable that administrators or others should decide that X, Y or Z are the languages that are desirable for learning except to the extent that there might be over-riding societal needs that are not being met, as there are currently in the area of cross-cultural attitudes and Aboriginal languages or as there may continually be as changing international communication needs lead to changing foreign language usages. Languages identified for such reasons will generally fall into one or more of the following categories: (a) spoken significantly in Australia, (b) spoken by a neighbour in the Asian-Pacific region or (c) having a particular cultural or historical value. However, the principal necessity is to ensure that all children have the opportunity to learn the language or languages they see as relevant to themselves whatever their own array of reasons. In practice, administrators and policy-makers may decide that languages X, Y and Z are in most demand or most needed and should be taught in all or most schools but they must also ensure that

the freedom to choose to learn another language does, in reality, exist and that facilities are available to choose another language. Facilities of the following type are desirable:

1. The three or four languages most in demand should be available in most schools (e.g., French, German, Italian, Greek, Japanese, Indonesian) together with an Aboriginal language (see Section III.D above).
2. As many other languages as possible should be available in at least one school in each district so that students could choose to travel to that school to take it (e.g., the languages in Facility 1, Chinese, Spanish, Russian, Latin, Serbian, Croatian, Polish, Vietnamese and other "community" languages).
3. Language teaching centres should be set up in all major towns to teach the languages listed in Facilities 1 and 2 but also others that are in lesser demand. Such centres should provide classes at times when school children can attend, they should lead to the same recognition as languages taught in other schools, and they should cater also for the general public. They should also provide "self-access" facilities.

4. Distance learning facilities (correspondence courses, self-tuition courses, radio and television) should be provided to cater for people wishing to learn a language but unable to travel to another school or a language teaching centre. Such facilities could be administered from each language teaching centre or a major centre in each State though, especially in the rarely taught languages, the syllabuses and materials could probably most economically and most expertly be prepared nationally.

All languages yield a similar array of personal benefits and, provided that the range of languages offered is sufficiently great and the proposals made in Section III.C and subsequently regarding incentives are implemented, the societal needs will also be met. The distinction made between "community", Asian and "traditional" languages has now become undesirable. Although it served a useful political purpose for a time by focussing on the internal societal needs in Australia and by encouraging recognition of Australia's own languages, use of the term "community languages" makes a false distinction since most of the world's major languages occur in Australia. Furthermore, the term tends, on the one hand, to encourage people to think that "community languages" are only to be learned by children from the "ethnic communities", and, on the other, it fails to recognize an essential distinction, viz., that between teaching and learning a first language and teaching and learning a second or subsequent

language. The time has come to drop the use of the terms "traditional" or "community" languages, to realize that all languages have their justification, to recognize that there are, in Australia, over-riding reasons that are different but no less important for each language (e.g., spoken in Australia, needed to facilitate Australia's international relations, cultural), and that different combinations of reasons lead to different language choices (e.g., Greek, Japanese, French). The desirable distinction to be made is between language maintenance and development, on the one hand, and second or foreign language learning, on the other. Recognizing this distinction will lead to more appropriate teaching techniques, syllabus design, and testing procedures and will ensure that native and non-native speakers are not competing against each other.

III.E.2 Policy and Implementation Recommendations: Language Teaching

(Note that in this section, unless English is specifically mentioned, reference is to the learning of languages other than English. The languages implied include those traditionally taught, "community", Asian and Aboriginal languages. In addition, the special, additional proposals relating to Aboriginal languages in Section III.D should be recalled.)

III.E.2 Policy and Implementation Recommendations: Language Teaching

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
1. Most Australians to be bilingual or multilingual in English and a variety of other languages. 2. Adequate supply of bilingual workers to meet Australia's real national and international communication needs. 3. Improved communication and understanding between all linguistic and cultural groups in Australia.	1. To ensure that all Australians learn English to their level of need. 2. To strongly encourage all children and adults to learn at least one other language to a practically useful level of proficiency. 3. To foster the concept of Australians as a bilingual or multilingual people. 4. To encourage recognition by all Australians of the worth of all Australian	1. See Sections III.B and D. 1. That employment and salary incentives be provided to encourage people to become bilingual. 2. That education systems and Secondary Schools themselves encourage students to opt for language study and to continue it at least to the level of Survival Proficiency (1+ on the ASLPR).	1. See Sections III.B and D. 1. See Section III.C.2, Goal 3, Policy Recommendation No. 1 and Section III.C.3. 1. That, when the "elective lines" or competing subject options in schools are drawn up, languages appear on several lines and not only against what, rightly or wrongly, are regarded by many students as "easy options". 2. That either languages be regarded as part of the compulsory core of subjects or the notion of any compulsory subjects (for whatever purpose) be abolished. 3. That matriculation regulations and tertiary entrance requirements give a positive weighting in favour of languages.	1. See Sections III.B and D. 1. Encouragement is preferable to compulsion and the form proposed meets other goals discussed in Section III.C. 1. In very many schools, the elective system is such that languages compete against biology, sport or other subjects regarded, rightly or wrongly, as "easy options". As inherently and inevitably "difficult" and time-consuming subjects, languages lose out when placed against what many students consider to be subjects in which higher grades are more readily obtained. 2. While the argument of "democratic choice" is frequently applied to languages, it is not applied to English, Maths., and Science (at least by university faculties) with the result that, by the time students have taken	1. See Sections III.B and D. 1. See Section III.C.2, Goal 3. 1. Survey of school timetabling policies. 2. Abolition of all compulsory subjects or inclusion of languages amongst them. 3. Re-instatement of languages in tertiary entrance requirements or special weighting for them in matriculation regulations. 4. A minimum of 12.5% of matriculation students studying a language.

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
4. Improved cross-cultural attitudes amongst all Australians and the elimination of all forms of ethnocentricity, xenophobia, or racism. 5. Creation of a cohesive, harmonious and culturally and linguistically rich society in Australia. 6. Positive recognition of the worth of all Australian languages and of the desirability of being bilingual or multilingual.	4. (cont.) languages and of the desirability of being bilingual or multilingual.		4. That, if incentives such as those proposed do not result, within 5 years, in a minimum of 75% of students learning a second language to Survival Proficiency level (i.e. to matriculation) language study be made compulsory and re-introduced in tertiary entrance requirements.	2. (cont.) all the compulsory subjects needed to keep their subsequent options open, they have little or no room for languages. 3. Evidence cited earlier (e.g. Swain and Cummins 1979, Eddy 1978 and 1981) shows that students who have studied another language have better cognitive skills and attitudes and make better academic progress. 4. The workload involved in formal study of another language is undoubtedly heavier than in most school subjects and matriculation regulations should recognize this fact. 5. Surveys cited in Section II show that the vast majority of the Australian people support the notion that language learning should be strongly encouraged or compulsory. 6. The U.S. President's Commission advocated the re-introduction of language requirements at all levels	

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
			5. That school systems be encouraged to offer a wider variety of course types with the principal focus on the development of practical skills. 6. That steps be taken to improve the quality of language teaching and the attainment level of the students through better trained teachers, better materials, the introduction of languages to the Primary School (see relevant sections below), and the appointment of language teaching consultants (i.e., advisory teachers) in all regions. 7. That courses, goals, methods and materials be developed and implemented to enable the whole ability range to be catered for.	6. (cont.) of the education system (Perkins 1979: see Appendix to this submission) and, in fact, many reputable U.S. colleges and universities (e.g., Harvard, University of Southern California) are re-introducing or strengthening language requirements. 1. The "academic" or "literary" focus of many language programmes seems irrelevant to many students who, surveys have shown (e.g., Ingram 1980; Holt 1971), desire to develop practical skills which, in addition, are attainable by most students. 2. Surveys (e.g. Ingram 1980) have shown that dissatisfaction with the low levels of proficiency obtainable is a major cause of students' opting out of language study. This can be corrected only through better teaching using better courses and methods. 3. Language aptitude and general intelligence correlate at only a moderate level and, provided goals, methods and course types are appropriate, the evidence is strong that all children can	1. Survey of overt and covert goals and objectives of courses offered and their examinations. 2. Survey of proficiency levels attained at main exit points (e.g. Years 10 and 12), survey of teacher competence, survey of materials in use in schools, number of pupils learning a language in Primary Schools. 3. Existence of a variety of course types catering for the whole ability range.

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
		3. That a financial incentive be provided to schools at all levels, colleges, universities and other institutions to encourage them to foster language study.	1. That the basis of government funding of education be adjusted to include a loading based on (a) number of enrolments in language classes (one student studying two or more languages to count as two or more enrolments) and (b) proficiency attained.	3. (cont.) achieve practically useful levels of proficiency in languages. 1. At present, many educational institutions are adopting timetabling and other policies and practices that discourage students from taking a language. A positive incentive is required to persuade them to desist. 2. This proposal would not necessarily (even if desirably) involve an increase in total allocation but would involve a re-distribution in favour of institutions and systems that encourage language study. 3. The incentive scheme would need to be based on progress made as well as actual enrolments to ensure that the enrolments in language classes were not nominal but that real language skill resources were being created.	4. Surveys that show that all children are learning languages in school and attaining useful levels of proficiency.

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
		4. That the learning of another language become a normal part of the curriculum for all pupils in all Primary, as well as Secondary, schools.	1. That a language be started in the earliest years, eventually (as teachers and materials become available) in pre-school but no later than Year 3. 2. That, wherever possible, at least one language be continued throughout a child's Primary School career and that opportunities be provided to take additional languages at secondary and tertiary levels. 3. That the languages taught in the Primary and Secondary Schools of each district be co-ordinated to ensure that a child who has learned a language in Primary School can continue it into Secondary School or take a different language but, in any case, is not required to re-commence a language already studied but can enter a homogeneous, on-going class.	1. Introduction of a language in Primary School allows a longer period in which to develop useful proficiency. 2. Learning by natural, informal means seems most efficient and rapid at younger ages and can be made a more interesting and pleasurable experience. 1. A language needs to be learned long enough for a practically useful level of proficiency to be attained. 2. Language learning is itself a valuable experience and should be encouraged even where the one language cannot be continued through all years. In fact, encountering a variety of languages could be highly beneficial in raising general linguistic sensitivity. 3. To re-commence in Secondary School a language studied in Primary School is very demotivating and, as was demonstrated in the Primary French scheme in Britain, can lead to failure.	1. At least one language being taught in all Primary Schools, and, eventually, Pre-Schools. 2. Increased proficiency levels being attained by learners at the main exit points. 1. Number of children learning languages in Primary School and time each is studied. 2. Surveys of Primary-Secondary articulation in the language area.

NEEDS (Societal- and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
133			4. That all teacher education institutions provide courses to train primary as well as secondary teachers in the teaching of a second language (therefore, in both a language and language teaching method). 5. That all colleges offer graduate diplomas that will enable trained teachers to obtain specialist training in second language teaching in the Primary School and will enable them to up-grade their language proficiency and cultural understanding. 6. That short courses be offered to give native speakers who are not registered teachers basic skills in second language teaching to allow them to teach their language under the supervision of a registered teacher.	4. Streaming on the basis of proficiency rather than age can facilitate students' entry into appropriate language classes in the Secondary School. 1. Teacher training is of major importance if Primary language teaching is to succeed. Teachers require proficiency in the language and specialist language teacher training. 2. Though there are, at present, few registered Primary School teachers trained to teach a language, there are many who are native speakers or otherwise proficient in a language other than English. They require an opportunity to develop specialist language teaching skills. 3. The languages that exist in the Australian community provide a largely neglected resource for teaching purposes. Native speakers of these languages require the opportunity to develop basic language teaching skills prior to being allowed to teach under supervision.	134

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
			7. That development of courses and teaching materials for teaching languages in Australian Primary Schools and Secondary Schools be encouraged (a) through publishers; (b) by preparing a common set of "graded levels of achievement" adaptable for any language; (c) by eventually preparing syllabuses for as many languages as possible; (d) by sponsoring the writing of course books and other teaching materials in those languages which, because of low enrolments, are not catered for with Australian materials produced by commercial publishers.	4. The existence of such courses as in Proposal 6 would greatly assist "ethnic schools" by giving a means by which their teachers could obtain training. 1. It is important materials designed for Australian conditions be used because they are more relevant to the learners and their needs and more motivating and students are able to identify with them more readily. 2. A national "graded levels of achievement" exercise could provide a set of syllabus specifications readily adaptable to any language and so facilitate the teaching of languages that lack relevant experts in syllabus design. It would also give invaluable assistance to "ethnic schools" in upgrading their work.	1. Availability of Australian-designed materials in all languages. 2. Publication of a core set of "graded levels of achievement" specifications. 3. Amendments to the copyright laws to allow use of authentic materials for teaching purposes. 4. Cooperation between states to develop syllabuses and materials, allocation of funds for coordination and national projects, and relevant initiatives taken by the proposed national language institute.

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
			8. That copyright laws be amended to allow the use for language teaching purposes of authentic data taken from printed publications, radio and television (especially ethnic radio, multicultural television and Radio Australia). 9. That research and development activities in bilingual education, language maintenance and development and the teaching and learning of languages in the Primary Schools be actively encouraged with special attention to learning and teaching strategies, course design, testing and rate of learning. 10. That the national languages institute proposed in Section III.J be charged with implementing Proposals 7 and 9 above and that research and development funds be provided for the purposes.	3. Little theoretical and applied research into Primary language teaching and learning, bilingual education, and language maintenance has been carried out especially in the Australian context and much more needs to be known to enable these activities to be promoted most effectively. 4. The use of authentic data is vital in language learning but existing copyright laws inhibit its use. 5. Syllabus and materials development are large and costly exercises. It is wasteful to have each State prepare its own. 6. With the demise of ERDC, research in these vital areas is in danger of not occurring and yet research potential and research needs in the multilingual Australian context are great.	

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
		5. That bilingual education be available for all non-native English speaking children and be encouraged for native English speakers.	11. That coordination and cooperation between States be encouraged on the development of syllabuses, materials and graded levels of achievement. 1. That all legislation preventing education in a language other than English be amended or over-ridden by enabling Commonwealth legislation. 2. See references to bilingual education for non-native English speakers in earlier parts of Section III. 3. That bilingual programmes be established and made available to both native and non-native English speakers subject to the following conditions: (a) initially such programmes catering for native English speakers should be experimental and restricted in number but, if successful, should become commonplace in schools;	1. In fact, the Human Rights Commission Act incorporating the International Covenant on Civil and Political Rights seems, especially in light of the High Court decision in 1982 recognizing the pre-eminence of Federal over State laws, to allow and require at least bilingual education for non-native speakers (see the International Covenant Articles 4,24,26, 27). Further, the UNESCO Convention against Discrimination in Education would seem to endorse bilingual education. However, the legislative situation is not entirely clear especially for native English children who choose bilingual education. 2. See references to bilingual education for	1. Federal and State legislation removing any legal barriers to bilingual education. 2. See references to bilingual education for non-native English speakers in earlier parts of Section III. 3. Existence of bilingual education programmes available to native and non-native English speaking children and their growing popularity. 4. Evidence of enhanced

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
			(b) entry to them should be optional; (c) they should be offered only where sufficient of the local community support their introduction (after having been duly informed about their possibilities, merits and demerits); (d) most schools offering a bilingual programme would also have a monolingual programme; (e) a school would usually offer one language combination only, e.g., Greek and English, Indonesian and English, Italian and English, Chinese and English, Japanese and English, an Aboriginal language and English, etc. (f) half the programme would be in each language; (g) the programme would initially provide intensive tuition in the second language; (h) maintenance and development of the first language (English or another language) would continue throughout the programme.	2. (cont.) non-native English speakers in earlier parts of Section III. 3. There is growing evidence, especially from Canada where bilingual "immersion" programmes have become well-established and very popular, that education in such a programme is highly beneficial to majority-language children in terms of their linguistic, cognitive, attitudinal and general educational development. (For a brief summary of the long-term research, see Swain and Cummins 1979). 4. Research shows that the success of bilingual programmes is assured if the community (parents, school, and children) are in favour of them. In fact, support for them has escalated dramatically in Canada and elsewhere.	4. (cont.) linguistic, cognitive, attitudinal and educational development by children who have gone through bilingual programmes.

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
			4. That, where bilingual programmes commence in Primary Schools, liaison with local Secondary Schools be maintained throughout to ensure that students can continue their second language development into Secondary School.		
	6. That language maintenance and development programmes be available to native speakers of all languages and that all students be encouraged to maintain and develop all their languages.		1. See Section III.B, Goal 3.	1. See Section III.B, Goal 3. 2. It should be noted that English programmes in schools (other than ESL programmes) are essentially language maintenance and development programmes for native English speakers. Native speaker skills in other languages should be maintained and developed.	1. Existence of language maintenance and development programmes and surveys showing percentage of children with various native languages taking them.
	7. That the range of languages from which children can choose be greatly increased.		1. See Section III.B, Goal 3, Implementation Proposals Nos. 1,2,3 and 4.	1. See Section III.B, Goal 3, Rationale Nos. 1,3,4 and 5.	1. See Section III. B, Goal 3, Indicators Nos. 1, 2 and 4.
	8. That the range of course types be increased by offering general courses in all schools but also by having available in Language Teaching		2. That the language teaching/learning facilities outlined in Section III E.1 be made available. 3. That the Language Teaching Centres and the	2. Administrators may need to decide, on the basis of demand, what languages are offered most widely but facilities should be such that students and others can choose, as far as	2. Extent to which the variety of avenues for language learning proposed are available.

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
145		8. (cont.) Centres and through distance learning and self-access facilities, other course types (e.g., emphasizing particular skills or "special purposes").	3. (cont.) national language institute be encouraged to develop a variety of course types emphasizing particular skills and "special purposes" (e.g., literature, vocational areas, science, etc.)	2. (cont.) possible, whatever language or languages they wish to learn. 3. The actual language learned is less important than that every person has the opportunity to develop skills in another language and has the mind-broadening experience of stepping into another culture. 4. If a language is taught at a school in the district children can have a real possibility of choosing to travel to where it is available. 5. Language teaching centres widen the choice of languages, provide centres of expertise, and enable distance learning to operate. 6. Distance learning facilities are needed to widen the choice to persons not within reach of regular classes.	3. Surveys of extent to which individuals can learn in some mode the language or languages of their choice. 4. Indications that the nation's real needs for language skills are being satisfied. 5. Survey of course types available and assessment of extent to which they satisfy societal and individual needs and interests.
			101		146

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
				7. Self-access courses are needed to cater for students wishing to learn a language for which a viable class is not possible. 8. Availability of language teaching centres, distance learning and self-tuition programmes would enable students who move to a school where their language is not taught or where no suitable stream is available to continue their study of the language. 9. Variety in the course types available ensures that particular societal, vocational and individual needs can be met and the relevance of language learning to individual's interests, learning styles and needs can be increased. 10. The present trend in schools to offer only "academic" or "literary" language courses and to reduce the range of languages to one or none is entirely to be deplored and fails to cater for real societal and individual needs.	

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
			4. That a positive decision be taken to introduce by 1987 a wide variety of languages in accord with Proposal No. 1 above, that the development of appropriate syllabuses and materials by the appropriate State authorities or the national language institute be encouraged, and that colleges and universities be required and funded to mount the courses needed to provide adequate numbers of teachers.	1. Only by a coordinated decision to introduce certain languages in a certain number of schools in a certain year and to train in advance the necessary teachers and prepare the necessary syllabuses and materials can the present "vicious circle" of no teaching/learning opportunities therefore no teacher education courses, therefore no teaching/learning opportunities be broken.	1. Surveys of language teacher training programmes, syllabus and materials development projects, and plans for introduction of new language courses in new locations.
		9. That all multicultural programmes funded be required to include a language component.	1. That language learning (both second language and language maintenance) be included in all multicultural education programmes at all levels.	1. Arguments already presented show that adequate cultural understanding and the development of favourable cross-cultural attitudes are more likely to occur through language learning than in courses without it.	1. Surveys of natures of multicultural courses being taught.
		10. That timetabling policies be encouraged to take account of the particular needs and problems of second language learning.	1. See Policy Recommendation No. 2, Implementation Proposal No. 1. 2. That sufficient, regular time be allocated to language courses to enable Survival Proficiency to be attained by the first	1. See Policy Recommendation No. 2, Implementation Proposal No. 1, Rationale Nos. 1 and 2. 2. If the language is to be practically useful learners need to have acquired at least Survival	1. Survey of school timetabling practices. 2. The majority of students reaching Survival Proficiency by the Year 10 exit point.

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
151		11. That all language courses at all levels emphasize as a fundamental goal the development of practical proficiency in the language.	2. (cont.) major exit point (i.e. 1+ on the ASLPR by Year 10, approximately 500 hours). 1. That goals, methods and materials focus on the development of practical skills. 2. That assessment procedures use criterion-referenced testing focussing on practical proficiency rather than	2. (cont.) Proficiency in it; any less means they are unlikely to use it and what language they have will rapidly be lost. 3. Little reliable information on times required to attain specified proficiency levels is available. That proposed is based on the rather optimistic estimates provided by the U.S. Foreign Service Institute of Language Studies. 4. The memory load and rate of forgetting in language learning are high and underline the importance of regular class contact with the language. 1. Whatever additional aims may be desired they are all dependent on the development of practical proficiency though many language courses traditionally ignored this and focussed on formal academic knowledge about the language and	1. Surveys of the goals, objectives, methods and assessment procedures of all second language maintenance courses. 152

NEFDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
			2. (cont.) norm-referenced testing. 3. That second language and language maintenance learners be differentiated, different course types taught to them, and different assessments used. 4. That language majors in tertiary institutions be required to spend one "year abroad" (or six months for each language in a double major) living in the country of origin of the language and that scholarships or work exchange schemes be developed to facilitate this.	1. (cont.) its literature. 2. Some States (e.g., Queensland) have already moved towards criterion-referenced testing. 3. What is important is not whether Student A is better or worse than Student B but whether both A and B achieve practically useful proficiency levels. 4. The needs and possible achievement levels of first and second language learners are different at school and they require different courses and different means of assessment. 1. Total immersion in the language and culture greatly enhance language proficiency development. 2. This requirement is commonplace in British, European and many North American tertiary institutions.	1. Survey of language course requirements of tertiary institutions. 2. Existence of support schemes.

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
		12. That tertiary institutions re-instate language requirements (a) for entry and (b) for higher degrees and that these requirements be in terms of proficiency levels. 13. That tertiary institutions continue to diversify their language courses (a) in languages taught (b) in types of courses available.	1. See Policy Recommendation No. 2, Implementation Proposals Nos. 3 and 4 above. 2. That students wishing to enrol for a higher degree be required to demonstrate before graduation that they have attained Social Proficiency in at least one other language. 1. That all tertiary institutions be funded to include a wide variety of languages in their continuation and degree programmes. 2. That, unless a large unsatisfied demand or unavailability of a suitable course type can be indicated, no tertiary institution be funded for a language already taught in another tertiary institution in that city. 3. That tertiary institutions be encouraged to negotiate with each other for recognition of each other's language courses and their inclusion in their own diploma	1. See Policy Recommendation No. 2, Implementation Proposals Nos. 3 and 4, Rationale Nos. 2,3 and 6. 1. It is necessary to ensure as wide a variety of languages is available as possible. 2. While there is a need to diversify, duplication is undesirable unless justified by demonstrated demand. 3. Australian tertiary institutions have tended to remain very conservative in course types, heavy preferences being given to traditional academic and literary course types which fail to develop practical or vocational skills.	1. Survey of tertiary institutions' entry and graduate course requirements. 1. Survey of university handbooks, examination papers and other assessment procedures. 2. Survey of new courses approved and funded.

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
	157		3. (cont.) and degree programmes and to negotiate for suitable courses to be mounted to meet their students' needs. 4. That tertiary institutions be encouraged to develop and offer courses of a wide variety of types (e.g., seeking different goals, focussing on different skills or different registers of the language, developing different vocational skills). 5. That tertiary institutions be encouraged to offer language study in combination with other subjects (e.g., Maths and French, Medicine and Greek, Engineering and Chinese).	1. Universities and polytechnics in Britain and elsewhere commonly offer programmes that allow the study of a language and the development of practical skills in it to be taken together with other majors. See James and Rouve 1973 for examples.	158

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
		14. That ethnic schools continue to be supported.	1. That Federal and State Governments provide financial assistance to "ethnic" schools teaching Australian languages and cultures provided that the school demonstrate that adequate alternative learning opportunities are not practicably available in the regular school system nearby. 2. That Colleges be encouraged and funded to provide short courses to give basic teaching skills (especially in language teaching) to teachers from ethnic schools. 3. That, where such appropriate teacher training programmes are available, funding to an ethnic school be made contingent on (a) its requiring its teachers to take the course	1. Ethnic schools serve a valuable role in diversifying the languages and cultures taught. 2. In the interest of the most effective use of resources and the best quality of teaching and learning, it is desirable that the teaching of ethnic languages and cultures be carried out in the regular school system using trained teachers and approved and appropriate syllabuses and materials. Where such facilities are not reasonably available in a language and/or culture, any move to form and run an "ethnic school" should be supported. 1. Ethnic schools often have to employ untrained teachers because trained persons are not available to teach their language or culture. 2. The quality of teaching in ethnic schools and of the programmes taught often leaves much to be desired. Where training is available their teachers should be expected to take advantage of it.	1. Surveys of ethnic schools, their curricula, their sources of funds, their relationship to the regular school system in the area, their teachers' qualifications, and their programmes and practices. 2. Existence of short courses for ethnic school teachers in Colleges. 3. Membership lists of MLTA's.

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
			3. (cont.) unless they are already registered teachers with training in second language teaching and (b) its requiring its teachers to join an appropriate professional association (viz., a Modern Language Teachers Association). 4. That advisory teachers funded by the Schools Commission be appointed to work with ethnic schools to improve the quality of their programmes.	3. The principal avenue for on-going professional development for teachers is their relevant professional association which, for language teachers, is the local Modern Language Teachers Association. If ethnic schools are to receive support, they should demonstrate their willing- ness to do all they can to improve the quality of their teaching. Membership of an MLTA makes available major inservice education and advisory services. 1. Peripatetic advisory teachers could do much to help ethnic schools improve their programmes but they would have to be expert in their field, sensitive to the needs of ethnic schools and skilled in establishing good cross-cultural relationships.	1. Lists of appointments as ethnic school advisory teachers. 2. Survey of changes in the curricula and practices of ethnic schools following the appointment of advisory teachers.

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
163	5. To maximize the professional competence of language teachers.	1. That second language teaching be recognized as a specialist field and second language teachers required to have specialist training.	1. That, by 1986, only persons with specialist second language teacher training be appointed to teach a second language. 2. That all colleges and universities that train teachers be required to offer second language teaching method as both a minor and major at the graduate level. 3. That, where teachers without specialist training in second language teaching are appointed to teach or are already teaching a language they be given a one month full-time in-service course in language teaching. 4. That all second language teachers be encouraged to undertake graduate studies (e.g., graduate diploma or higher degree) in second language teaching through (a) promotional incentives, (b) salary loadings for such diplomas and degrees, (c) full-time release to undertake such studies.	1. The practice still remains in some States of appointing as language teachers anyone with a modicum of the language whether or not they have been trained in the specialist skills required. 2. Second language teaching is a specialist area backed by comprehensive theory and research and with distinctive practice. It has its own specialist needs and practices distinct from other educational areas so that general teachers without specialist training cannot undertake the task successfully. 1. Language teachers should be encouraged to obtain specialist qualifications.	1. Surveys of practising second language teachers and their qualifications. 2. Survey of college and university language teacher education opportunities. 3. Existence of short inservice training programmes of the type proposed. 1. Survey of qualifications of second language teachers. 2. Existence of incentives proposed.

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
165			5. That all students undergoing training as language teachers be required to have spent six months (a minor teaching subject or double major) or twelve months (a major teaching subject) in the country of origin of the language before graduation and that scholarships, assistantships or work exchange schemes be developed to facilitate this. 6. That practising language teachers be positively encouraged to spend regular periods in the country of origin of the language (on average, at least one month for each year of teaching) and that such travel be encouraged through (a) promotional criteria, (b) scholarships, (c) assistantships and exchanges, (d) taxation concessions that recognize that living in the country where the language is spoken constitutes enhancement of professional competence (e) guaranteed re-employment and special leave provisions, (f) concessional or subsidized airfares.	1. Total immersion in the language and culture greatly enhances proficiency development and cultural understanding. 2. This requirement is commonplace in British, European and many North American training institutions. 3. To maintain their language skills and update their cultural understanding regular immersion in the language and culture is essential. 4. At present, taxation concessions are available only if the teacher takes a course in the foreign country. However, for a language teacher, the most valuable experience is living in the country, seeing it comprehensively at first hand, and having to use the language for everyday purposes, yet the costs of such experience are not usually allowed for taxation concessions. 5. Teachers wishing to go overseas to improve their language skills and, thereby, their professional competence should not be required to resign and, if they do, should not be penalized by being denied	1. Survey of requirements of tertiary institutions and teacher registration regulations. 2. Existence of support schemes for overseas experience by teachers and student teachers. 3. Clarification of tax regulations to allow living and travelling expenses in the country where the language is spoken as a permissible deduction for language teachers.

IELDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
			7. That a career structure be developed to enable language teachers to remain in the profession as they gain qualifications, expertise and experience instead of either leaving the schools or entering general administration. One possible structure could be teacher, subject master, advisory teacher, deputy principal and principal of a language teaching centre, and language inspector. 8. That peripatetic teachers and foreign consultants be employed to give language teachers assistance in upgrading their language teaching skills, programmes, materials, and student motivation. 9. That language teaching advisers be required to be highly competent teachers, fluent in at least two languages, well-versed in modern approaches and, preferably, with a higher degree in some aspect of applied linguistics or second language teaching.	5(cont.) employment on their return or being re-employed on punitive conditions (e.g. adverse transfer or lower classification level). 1. At present, many of the best language teachers in some States move out of language teaching into general administration because there are no career opportunities beyond Subject Master. 1. The trend in recent years has been to reduce the number of advisory teachers at the very time when new approaches have made the need for their advice even more necessary. 2. In some States, advisers have been appointed who have had little specialist training or facility in modern language teaching methods and syllabuses.	1. Survey of career structures available for language teachers. 1. Survey of advisory teachers in languages.

MLIDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
			10. That funding for the inservice education of language teachers be increased to a level where, on average, all language teachers are able to attend five days per year of general inservice education in language teaching in addition to those special programmes recommended elsewhere in this submission. 11. That the majority of the funding for inservice education in No. 10 above be made available through the MLTA's.	1. The general level of expertise of language teachers needs to be greatly increased. 2. The theory and practice of language teaching is developing rapidly and teachers require regular inservice education to keep up-to-date. 3. In some States, the MLTA is already the principal avenue for general inservice education. This is desirable because of the sensitivity of the professional association to teacher needs and the value of fostering self-responsibility in professional development.	1. Surveys of general inservice education programmes. 2. Applications for funds and reports of meetings from MLTA's to the inservice education Committees of each State Education Department.
	2. That all language teachers be required to have a minimum proficiency of 3 in all macroskills (speaking, listening, reading and writing).		1. That a survey of existing language teachers be undertaken to establish the number of teachers whose language skills are in need of upgrading and that such upgrading be provided over a 5 year period by (a) full-time inservice courses in the language;	1. Level 3 is approximately that attained by a good language major on graduation. 2. Level 3 is commonly regarded as the minimum acceptable for effective teachers (cf. Carroll 1967).	1. Surveys of language teachers' proficiency in the language they teach.

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
			1. (cont.) (b) part-time courses mounted by colleges and universities; (c) paid release to undertake other approved full-time courses (e.g., in private language schools, continuation classes, etc.) (d) See Nos. 5 and 6 above. 2. That regular opportunities be made available in short intensive residential courses for teachers to maintain and upgrade their language skills. 3. That "foreign assistants" or teacher aides from the community be employed in all schools to give students contact with native speakers and with native-like fluency in conversation.	3. Modern methods place greater demands on a teacher's fluency. 4. At present only a small percentage of teachers would have Level 3. 5. Residential inservice courses allow total immersion in the language. 6. Regular opportunities for teachers to refresh their language proficiency are vital to prevent language decay as a result of interacting predominantly with children and to ensure their language is always the standard modern dialect. 1. This is standard practice in Europe.	1. Survey of schools and number of "assistants" and language teacher aides.
	6. To provide adequate numbers of language	1. See Goals Nos. 1-4, Policy Recommendations Nos. 7 and 8.	1. See Goals Nos. 1-4, Policy Recommendations Nos. 7 and 8, Implementation Proposals Nos. 1-4.	1. See Goals Nos. 1-4, Policy Recommendations Nos. 7 and 8, Rationale Nos. 1-10.	1. See Goals Nos. 1-4, Policy Recommendations Nos. 7 and 8, Indicators Nos. 1-5.

AREAS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
173	6. (cont.) Teachers to staff a diverse range of languages in Primary and Secondary Schools and other institutions.	2. That sufficient language teachers be recruited and trained to teach the range of lang- uages required.	1. That the need and employ- ment opportunities for language teachers be publicized especially to school guidance officers, Secondary School students, teacher education institut- ions, and the general public. 2. That a recruiting drive to recruit and train language teachers in all the languages to be taught be undertaken at once. 3. That short three month courses in the language and in language teaching be given to registered teachers interested in teaching another language in which they have a proficiency of 2 or more in all macro- skills.	1. There are greatly insufficient numbers of fluent, specialist language teachers in most States. 2. If language teaching is to be diversified by 1987, greatly increased numbers of students speaking many more languages will need to commence teacher education by 1984. 3. Currently there are numbers of teachers who are native speakers of a language other than English or otherwise proficient in a language who could, granted specialist language teacher training, teach their language. 4. In most States, matric- ulation students are being actively discouraged (by discouraging advice, with- drawal of scholarships, etc.) from training as language teachers with the result that acute short- ages are occurring in the supply of language teach- ers, especially in the State systems, and classes in training institutions are depleted.	1. Availability of teachers for a wide range of languages. 2. Survey of languages being taught and staffing used. 3. Recruiting drive mounted. 4. Existence of short courses for registered teachers wishing to obtain specialist language teacher training.
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NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
			4. See Policy Recommendation No. 4, Implementation Proposal No. 6.	5. To meet current needs and to enable the diversification and expansion at all levels advocated, the recruiting drive must commence at once. 1. See Policy Recommendation No. 4, Implementation Proposal No. 6, Rationale Nos. 3 and 4.	1. Numbers of native speakers with language teacher education being used to teach their language.
	7. To foster research and development in all aspects of second language teaching and learning and language maintenance and development.	1. See Section III.J. 2. See Section III.B, Goals Nos. 1 and 2, Policy Recommendation No. 7. 3. See Section III.C, Goal No. 3, Policy Recommendation No. 1. 4. That research and development in second language teaching and learning be actively encouraged.	1. See Section III.J. 1. See Section III.B, Goals Nos. 1 and 2, Policy Recommendation No. 7, Implementation Proposals No. 8. 1. See Section III.C, Goal 3, Implementation Proposals Nos. 1 and 2. 1. That funds be allocated specifically for language teaching and learning research and development and be administered by the national language institute	1. See Section III.J. 1. See Section III.B, Goals Nos. 1 and 2, Rationale No. 7. 1. See Section III.C, Goal 3, Rationale No. 1 and 2. 1. Practical progress is dependent on research.	1. See Section III.J 1. Surveys of university Chairs and departments. 1. See Section III.C Goal 3, Indicators Nos. 1-3. 1. Lists of research in progress.

III.F and G Adequacy of Existing Policies and Practices to
Develop Australia's Language Resources and Meet International
Needs

There is little need for these sections to be elaborated since they have been dealt with at length incidentally in other parts of this submission. It has been observed, for example, that, despite its migration programme, Australia remains short of language skills and, in practice, seemingly unaware of the importance of being able to speak and understand the languages of international trading, and of cultural and diplomatic partners. Despite the international agreements Australia has signed and, in some cases, incorporated into law, the obligations to teach other languages and to allow "minority" groups to learn and be educated in their languages are not being met. In the school system, attitudes are most unsatisfactory with the decline in language learning being directly attributable, at least in part, to time-tabling expediency, the unnecessary competition of "soft options", poor programmes, inappropriate materials, inadequate teacher education, inadequate inservice education, inadequate teacher fluency, failure to develop structures and practices that allow the pools of language skills that exist in the community to be used for teaching purposes, and failure to turn the pious expressions uttered over the years in favour of language learning years into practical policies and practices to train teachers, to encourage students to opt for language study, and to ensure that

students achieve useful levels of proficiency. What programmes have been funded to encourage "community language" learning have tended to be in the form of "one-off" projects for a specified period at the end of which the project ceases and the previous language-less state is reverted to. Furthermore, the language teaching and learning developments that have come with the growing emphasis on multiculturalism have been less than satisfactory, first, because multiculturalism has tended to be viewed inadequately as divorced from multilingualism and, second, because multicultural programmes have generally focussed on the "ethnic" communities, neglecting the needs of the native English speaking community and, therefore, failing to respond to the needs of the total society. Multiculturalism must be seen to entail multilingualism and to be relevant to the whole of Australian society. The most fundamental need is to develop the concept of all Australians as a bilingual or multilingual people.

Rather than repeat matters raised in other parts of this submission, the Senate Standing Committee is referred to matters relevant to Sections F and G raised in other parts of this submission.

III.H. Needs of the Deaf and other Disabled Persons

The AFMLTA has had little involvement as a professional organization in this area even though individual members have had

experience here. No submission is made on this topic except to observe the AFMLTA's willingness to work in handicapped areas (deaf, blind, cerebral palsied, mentally handicapped, etc.). It should be noted that there is no reason why such persons cannot engage in second language learning, they could benefit at least as much as "normal" persons from the experience, and this Federation offers the experience and expertise of its members in devising and implementing suitable policies and programmes in this area.

III.I. Stimulating Public Awareness

III.I.1 Preamble Many of the issues already discussed (e.g., bilingual workers, ethnic radio and multicultural television, "Language Spoken Here" stickers, school programmes) serve this function. In addition, however, other specific action should be taken.

III.I.2 Policy and Implementation Recommendations: Stimulating Public Awareness:

III.1.2 Policy and Implementation Recommendations: Stimulating Public Awareness

NEEDS (Societal and Individual)	GOALS AND OBJECTIVES	POLICY RECOMMENDATIONS	IMPLEMENTATION PROPOSALS	RATIONALE	INDICATORS OF SUCCESS
1. Greater public awareness of Australia's language resources and needs.	1. See other sections, especially III. C and E. 2. To raise the level of public understanding of the importance of language skills. 3. To develop the concept of Australia as a multilingual nation and Australians as a bilingual or multilingual people.	1. See other sections, especially III. C and E. 1. That the public be informed of the importance of language skills.	1. See other sections, especially III. C and E. 1. That an on-going public awareness and information campaign be conducted through the press and media to inform the public of the need for and advantages of additional language skills, the nature of Australian society, and the language needs created by our international ties.	1. See other sections, especially III.C and E. 1. The main avenue for informing the public is the press and media.	1. See other sections, especially III.C and E. 1. Delineation of the campaign. 2. Attitude surveys. 3. Enrolments in language programmes before and after phases of the campaign.

III.J. Implementation

It is clear from what has been proposed that existing agencies (e.g., State Education Departments) will be responsible for implementing much of the national language policy. However, one negative recommendation must be emphasized. Under no circumstances should any aspect of the development and implementation of a national language policy be assigned to the Australian Institute of Multicultural Affairs (AIMA). In its short history, the AIMA has engaged in practices which many persons active in the field consider ethically dubious, ill-informed, ill-advised, or politically expedient, and it has aroused fierce antagonism amongst many people involved in multiculturalism and language teaching.

There is need for a single overall supervisory and advisory body to oversee and coordinate the implementation and on-going development of the nation's language policy. This Federation has previously made a submission to the Federal Government urging that a "National Language Information and Research Centre" (or national language institute) be established. This is the desirable means for implementing and monitoring the national language policy, for the on-going collection of data on Australia's language resources and needs, and for the continual re-formulation, elaboration, and up-dating of the national language policy. Such a body should also desirably serve a

coordinating purpose ensuring that needed research and development are carried out, duplication of effort and expense is minimized and that, through a clearinghouse role, information on all matters pertinent to the national language policy and its implementation is collected and made readily available. Rather than repeat the arguments for and detail of the national language institute, the original submission is reprinted as Appendix One.

IV Conclusion: This Federation commends the Senate for moving to have its Standing Committee on Education and the Arts consider a national language policy. We respectfully present this submission, we express the Federation's desire for its representatives to meet with the Senate Standing Committee, and we offer whatever assistance we, as a Federation, or as individual members in it can to "assist" the Committee in its work.

Appendices

1. Submission to the Commonwealth Government on a National Language Information and Research Centre.
2. "Report of the (U.S.) President's Commission on Foreign Language and International Studies" by James A. Perkins,

reprinted from Foreign Language Annals, Vol.12, No.6,
December 1979, pp. 457-464.

3. House of Congress Resolution No. 301.

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APPENDIX ONE

A.F.M.L.T.A. and A.L.A.A.

Submission to the Commonwealth Government

A NATIONAL LANGUAGE.

INFORMATION AND RESEARCH CENTRE

July 1978

A NATIONAL LANGUAGE INFORMATION AND RESEARCH CENTRE

Submission to the Commonwealth Government
from the
Australian Federation of Modern Language Teachers Associations
and the
Applied Linguistics Association of Australia

Prepared at the request of the Council of the
Australian Federation of Modern Language Teachers Associations

by

D.E. Ingram

Mount Gravatt College of Advanced Education, Brisbane.

1978

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1. *INTRODUCTION:* The 1977 Council Meeting of the Australian Federation of Modern Language Teachers Associations considered at some length the problems facing second language teaching⁽¹⁾ in general and the State and Federal professional associations of language teachers in particular. It was strongly felt that a national centre was needed that could act as a clearinghouse for information pertinent to language teaching in Australia and that might, through its information, advisory and research activities, stimulate the development of second language teaching and make it more responsive to Australia's demonstrable needs. It was, furthermore, suggested that this centre could provide a permanent headquarters and secretariat for the Federation. It was also observed that similar national centres already exist in other countries (e.g., the Centre for Information on Language Teaching and Research in Britain, the Center for Applied Linguistics in the United States, and the Regional Language Centre in Singapore).

2. *NEED FOR THE CENTRE:* There is no need to argue any longer that language teaching is in a parlous state in Australia. Matriculation enrolments have declined from 40.3% of all students in 1967 to 16.4% in 1974 [Working Party on Languages and Linguistics 1976:18] and probably not more than 10% currently. In 1975, only 1.4% of bilingual primary school students were studying their first language [Department of Education 1976:18, 104] and in 1974 only 1.3% of matriculation students took a community language other than German [Working Party on Languages and Linguistics 1976:18]⁽²⁾.

On the other hand, realization of the role, values and importance of second language learning in promoting the domestic and international interests of Australian society has probably never been greater. Equally, realization of the need to foster second language learning is now widespread. In his 1977 election policy speech, the Prime Minister advocated universal bilingualism; in tabling the Galbally Review [1978] he observed that it is now "essential" to encourage a "multicultural attitude in Australian society" [Fraser 1978:15] and he indicated that \$5 million would be allocated over the next three years to develop multicultural and community language programs. Most States have set up committees to advise either the Minister or Department of Education on the ways in which the education system must react to meet the needs of the multicultural society. The *Report of the Committee on the Teaching of Migrant Languages in Schools* advocated an expansion of the teaching of community languages [Department of Education 1976:107]. The Schools Commission [1978:104-105], in its *Report for the Triennium 1979-81*, "fully endorses" [ibid.:104] the recommendation of the Australian Ethnic Affairs Council [1977] that Australia be regarded as a multicultural society in which all people have the right to maintain and preserve their language and culture. The Schools Commission [1978:104-106] has also expressed its support for the expansion of the teaching of community languages and has noted with approval the AEAC's advocacy [1977:12-13] of improved teaching of English as a Second Language, expanded bilingual education, and the encouragement of schools to develop the teaching of community languages. In particular, the AEAC had urged that

"Schools (individually or in conjunction with others) be given incentives to develop community language education for children of non-English speaking origin who wish to become or remain fluent in their mother tongue and for children of English-speaking origin who wish to learn another language as a community language in its own right or as preparation for later academic study of that language."

[Australian Ethnic Affairs Council 1977:12-13]

Similarly, government committees have advocated expanded Asian language teaching, the Auchmuty report stating in 1970:

"Asian languages are not sufficiently widely available at secondary level."

[Commonwealth Advisory Committee 1970:90]

The report went on to advocate that at least one Asian language should be made widely available in each State (*ibid.*:91) and that tertiary courses should be diversified to include "special purposes" courses suitable for the needs of industry, commerce, and the government (*ibid.*:93). Elsewhere, it sums up what is still the need whether one thinks of "traditional", Asian or community languages:

"In the Australian context, what is needed is much more teaching of languages and not merely a difference in kind."

[*ibid.*:99]

Similar views together with statements on the role of second language learning have been repeated many times by many bodies at all levels of the Australian education and political systems [cf. Department of Education 1976; Commissioner for Education 1976; Ingram 1977]. Let us observe just one more, that of the Working Party on Languages and Linguistics in its 1975 report to the Australian Universities Commission. It states:

"...the present decline in language studies represents a weakening of the real educational strength of the universities..."

"Linguistic inertia makes for apathy, incuriosity and conformism, and any effective contact with other cultures

becomes difficult, if not impossible. Universities in Australia have a vital role to play in the fostering and expansion of language study in the Australian community." [Working Party on Languages and Linguistics 1976:68]

There have, indeed, been many pious words, many expressions of support for second language teaching, even considerable realization of the needs it fills and the positive values that it has to contribute to Australian society. However, the reality is that student numbers continue to decline in foreign language classes, more secondary schools continue to opt out of or greatly reduce language teaching, and the language teaching-learning situation continues to deteriorate [cf. Ingram 1977]. Action is needed to show that Governments and other bodies are serious in their expressions of support for multiculturalism and for second language learning; action is needed to give stimulus to language teaching; and action is needed to provide language education in this country with the resources that will make it efficient, effective and responsive to the nation's real needs. The formation of a National Language Information and Research Centre would be a major step in this direction.

Clearly, considerable inconsistency with its corollaries of inefficiency, waste and injustice exists in the present situation. Despite Australia's avowed integrationist or multicultural policies, the AEAC [1977:12] accuses the education system of being assimilationist in its over-concentration on English teaching and, in ignoring bilingual education, of wasting the ability of children of non-English speaking background, and of undermining family and social cohesion. The Schools Commission [1978:107-108] comments similarly, notes that changes have barely begun, and observes the deleterious effects of the present situation on many children's educational attainment, bicultural identity and self-esteem. In addition, Australia's failure to come to grips with

language needs or even to manage its own language resources is reflected in disturbing observations outside education. Translation and interpreter services, for example, remain grossly inadequate to meet either domestic or international needs. A few years ago, Australia's interpreter services were described as "the worst in the world" and "a national disgrace" and, though some improvement has occurred with the mounting of more training programmes, the situation is still far from acceptable. In Queensland, for example, untrained persons who happen to have a little of both languages are still used to interpret in hospitals; in 1977 the State Library had to scrap several thousands of dollars worth of posters advertising their multilingual collection when, although the translation had been done by the Commonwealth's Migrant Interpreter Service, they were found to contain serious translation errors; and there is a delay of many months in getting even small amounts of translation done by the Interpreter Service. Internationally, the nation fares no better and, in fact, its own resources are so slight that foreign nationals continue to be used in trade negotiations, embassies, parliamentary delegations, and so on. A recent Foreign Affairs Association submission to the Senate Standing Committee on Foreign Affairs and Defence highlighted this regrettable situation when, in complaining of the deficiencies of language training given to Foreign Affairs staff, it described how an Australian embassy had been deliberately misled for months by its locally-employed translator who had purposely mistranslated in order to disguise the political significance of local press items (*Courier Mail*, 18th May, 1978, p.15). Similarly, Dr. William Bostock [1973] has shown how Australia's lack of language skills during the Vietnam war had made her unfortunately dependent on news and information handouts from other countries with consequent adverse effects on Australian policy and action.

The teaching of English as a Second Language has fared little better and, the Galbally Review [1978] makes clear, it is in urgent need of reformation. The committee observed many deficiencies and called for efforts to be made to improve methods and materials, to ensure better coverage of those who need ESL classes, and to answer more specifically the needs of workers and students in classes in English for Special Purposes. In fact, it urged the expenditure of an additional \$13.3 million over the next three years to try to improve the situation [Galbally Review 1978:4, 37-48]. The Prime Minister in tabling the Review observed:

"Because migrants' knowledge of the English language was found to be a critical factor in enabling successful settlement in Australia, special attention has been given to the teaching of English both to children and to adults. For children, there is compelling evidence that there are many who need special instruction in English but who do not receive it. The Review also found room for significant improvements in teaching methods and materials... We will also be seeking the co-operation of the States in setting up arrangements for better planning and assessment of English teaching to migrants."
[Fraser 1978:9]

If a nation is serious about multiculturalism and about participating effectively in a multicultural world (whether for trade, aid, diplomatic, or cultural reasons), it must take stock of its own language resources and develop viable policies concerning their preservation, expansion, utilisation and social role. It must, in other words, have a national language policy. Such a policy might be implicit, as perhaps it is in the sorts of statements noted already, but, if it is to provide an effective basis for planning in education and other social services, it must be explicit, clearly enunciated, and sufficiently well argued to be widely accepted. Still more, if the occasional pious words of vote-hungry politicians or progressive educationalists are not to turn sour in the mouths of a disillusioned people who see their wealth of languages and

cultures fading, then a clear national language policy must be in evidence as a sign that the nation and the government are serious about multiculturalism. It would also serve to encourage and guide administrators (as against policy-makers) at all levels in providing the services needed.

However, a national language policy is meaningless unless it leads also to a national language education policy and, thence, to instrumentalities, courses, methods, and teachers that can implement the policy. In this context, a National Language Information and Research Centre not only can promote language learning but becomes a tangible sign of the nation's and government's determination to respect and foster the languages and cultures of its peoples and to respond to their national and international needs for language skills. Furthermore, such a Centre could do much to advise and assist in the formulation of a national language policy and national language education policy, in particular because it becomes a centre for the collating of the sort of information on which such policies can be rationally based.

In a similar way to that in which a national language policy and a national language information and research centre can give confidence to the community that its languages and cultures are respected and will be maintained, so intangible as well as tangible benefits can flow to language teachers themselves. At a time when language teaching seems to be under attack as student numbers decline and as school administrators adopt timetabling and other policies that act against the interests of good language teaching, it is vitally important to the welfare of the profession and the success of their teaching, that language teachers remain convinced of the inestimable worth of what they are doing, retain their confidence, and retain their sense of profession. Such a sense of professional worth

is, as Wilkins has shown [1972:33], essential to the increased effectiveness of teachers. A national language policy but, even more, a national centre entrusted with the task of responding to the nation's language needs and promoting language teaching and learning provides tangible evidence of that worth and of the fact that theirs is a profession which is soundly based academically and which is supported by a body of knowledge available to increase their effectiveness and to respond to their needs. Furthermore, language teachers who have available the information and advice that a national language information and research centre can provide and who are, thereby, enabled to determine intelligently their own actions are likely to be more committed, more innovative and more successful. The Schools Commission supports this view:

"It is also becoming more generally accepted that people able to make their own decisions are likely to act more responsibly and to have a stronger commitment to the success of the enterprise in which they are engaged than are those who see themselves merely as instruments of the will of others."

[Schools Commission 1978:8]

In Europe and America where the language teaching profession is strong and respected, the sense of profession and the more tangible supports of advice, research, and materials, that accompany it are readily available through conferences, through comparable centres to that proposed here, and through such governmental bodies as the Council of Europe and its Council for Cultural Cooperation. This sense of security, of worth, and of professionalism, which can be promoted by the existence and activities of a national centre, is parallel to that which AEAC seeks for ethnic communities when the maintenance of their languages and cultures gives them security:

"One of man's most basic needs is a sense of belonging. The more secure we feel in one particular social context, the more free we are to explore our identity beyond it. Ethnic pluralism can help us overcome or prevent the insecurity, homogenisation and loss of personal identity of mass society."

[Australian Ethnic Affairs Council 1977:17]

3. *OVERSEAS MODELS:* There exist a number of overseas models of the sort of language information and research centre that is being proposed here.

Perhaps the nearest model is CILT, the Centre for Information on Language Teaching and Research, in London. CILT was established in 1966 in order to

"collect and coordinate information about all aspects of modern languages and their teaching and to make this information available for the benefit of education in Britain."
[from CILT's *General Information Leaflet*, January 1977, p.1]

It is financed by Britain's Department of Education and Science, the Scottish Education Department, and the Department of Education for Northern Ireland. It is controlled by a Board of Governors consisting of seventeen persons representative of education throughout Britain, including schools, universities and polytechnics. CILT is staffed and equipped to serve teaching and research. It provides advice on language teaching, on materials, and on research in all the languages taught in Britain (including ESL). It provides an advisory service, liaises with professional associations and organizations in Britain concerned with languages and, through its research information services, extends internationally, especially to other European countries. It maintains a reference library of about 25,000 volumes dealing with all aspects of language teaching, general and applied linguistics, and teaching materials. It receives some hundreds of journals from around the world and publishes an important abstracts series entitled *Language Teaching and Linguistics : Abstracts*. The library also has extensive audiovisual holdings in courses and materials. In addition, CILT sponsors conferences, provides advisory and consultative services and, though it does not conduct research, it does sponsor surveys such as the James and Rouve [1973] survey of curricula and performance in

modern languages in British secondary and tertiary institutions. Finally, it has an extensive publications list which includes the results of its surveys, bibliographies, collections of papers and reports especially from the conferences it sponsors, teaching materials lists, information guides, and language and culture guides. The publications are priced to be financially self-supporting. In an appendix to this paper, there are reprinted the CILT *General Information Leaflet*, January 1977 and a letter from the Director of CILT which provides some additional information.

In the United States, two comparable centres exist, the Center for Applied Linguistics (CAL) in Arlington, Virginia and the ACTFL headquarters (American Council on the Teaching of Foreign Languages) in New York. CAL⁽³⁾ is funded under a Ford Foundation grant and by what it can raise. It is run by a Board of Trustees including amongst its 21 members some of the best known names in American language sciences, names such as Cazden, Ferguson, Hymes, Lehmann, Miller and Paulston [*The Linguistic Reporter*, Vol. 20, No. 2, November 1977:2]. It publishes a newsletter, *The Linguistic Reporter*, as well as conference reports, language journals, some teaching materials, and surveys but perhaps its most important activities are its "clearinghouses". It operates the ERIC Clearinghouse on Languages and Linguistics, a computerized, federally funded data bank on language and language teaching. It has established a National Indochinese Clearinghouse to improve language services to Indochinese refugees and is currently establishing a National Bilingual Education Clearinghouse. CAL serves as a secretariat for various associations, in particular, the Linguistics Society of America (LSA) and the new American Association for Applied Linguistics (AAAL). In the publisher's information column of its newsletter, *The Linguistic Reporter*, CAL is described as

"an independent, non-profit professional organization dedicated to the application of the findings of linguistic science to the solution of educational and social problems. The Center carries out policy studies, research and development, and works to promote cooperation between linguistics and other disciplines."
[ibid.:2.

The American Council on the Teaching of Foreign Languages ⁽⁴⁾ is a federation of 84 language teaching associations whose headquarters in New York operates similarly to the proposed Australian centre. ACTFL, and hence its headquarters, are run in the normal way by an Executive Council, various committees, and a headquarters staff of about ten. The general advisory body of ACTFL is its Annual Assembly consisting of delegates from the 84 affiliated state and national organizations. Membership totalled 9,129 in 1976 when the total income was \$240,417, figures considerably in excess of those available to Australian associations. ACTFL derives its income half from membership dues and the rest from sale of publications, the annual meeting, workshops, sale of materials, and sale of exhibit booth space at conferences. About one-seventh of its income is from sale of publications. These include the journal, *Foreign Language Annals*, the excellent books of readings entitled *Series on Foreign Language Education*, bibliographies of books and articles on foreign language teaching, and a rapidly expanding range of teaching and promotional materials. ACTFL headquarters also serves as a National Information Centre for Languages in which a great deal of emphasis is placed on promotional activities. It carries out liaison activities between language and other educational associations and, through its committees and task forces, provides expert advice and information on such issues as career education and area studies.

The RELC Centre (or Regional Language Centre) in Singapore is the geographically nearest model of the proposed national language information

and research centre. It differs, however, in that it has a major teaching role, offering courses in second language teaching and applied linguistics for teachers from throughout South East Asia. It has become a highly respected centre, attracting high calibre, visiting academics from around the world for various periods. In addition to its teaching role, it conducts, promotes, and disseminates research, acts as an information centre, runs conferences and workshops, and publishes regular newsletters, the *RELC Journal*, and a monograph series. The Centre is funded by countries throughout the region, including Australia. Its fundamental aim is the improvement of second language teaching (especially TESL) and it is becoming a centre of considerable importance. It provides tangible recognition by all the supporting governments in the region (including Australia) of the importance of effective language teaching in the multicultural societies of South East Asia. In Australia's multicultural society, the need for such a centre is equally great.

4. **ACTIVITIES:** A general summative aim for a National Language Information and Research Centre (henceforth, called the Centre) could be stated as

to identify, in consultation with appropriate professional and governmental bodies, areas of concern with respect to language use, language learning and teaching, and language research; to collect and coordinate information about Australia's language needs and resources and about all aspects of modern languages and their teaching; to make this information available for the benefit of education; to assist agencies of government with the formulation of language related legislation and policy; and to contribute to the solution of relevant problems (especially involving language learning) in Australian society.

Stated in this way, the aim spreads the concern of the Centre to include all languages (traditional, community, Asian, and English as a Second Language) and, potentially, beyond education to all language-related problems in Australia. Nevertheless, language teaching would remain its chief interest. It makes the Centre relevant to both the

Australian Federation of Modern Language Teachers Associations with its interest in second language teaching and the Applied Linguistics Association of Australia which, though interested in second language teaching, has interests in other language-related problems as well (see Appendix 4). In particular, the Centre will ultimately be concerned through its activities with increasing the efficiency and effectiveness of language teaching and making it more responsive to community needs. This influences both the principal activities with which it will be concerned and the structure it should desirably have.

4.1 *Information Collection and Dissemination:* This is the most fundamental of the Centre's activities, the one on which all other activities in some way depend. At present it is very difficult to know what is going on in language teaching and multicultural education in Australia [cf. Galbally Review 1978:40, 47-48]. Thus, much valuable work is not disseminated for others to benefit from and there is, undoubtedly, considerable unnecessary and wasteful duplication of effort. Two examples will suffice: in Queensland, a large test item bank has been compiled by the Research Branch of the Queensland Education Department and language teachers everywhere could benefit from being able to call on it. Second, in South Australia, the "Ten Schools Project" is providing valuable experience in the organization of language teaching in a multicultural society and much valuable teaching material is also being prepared. A Centre aware of such developments could ensure that information about them was readily available to others.

The information collated by the Centre will include all matters relevant to language teaching, from informative research studies to resource and teaching materials, and to relevant statistics. Today's lack of reliable statistics on language teaching in Australia must militate

against effective planning [cf. Galbally Review 1978:40, 47-48]; one suspects, in fact, that this lack may sometimes be a means by which some authorities disguise their failure to come to grips with the problems facing language study today. Whatever the cause, it is the case that reliable statistics are hard to find. Certainly, the most recent available figures, those in the Migrant Languages Report [Department of Education 1976] are notoriously unreliable (e.g., see the number of Queensland schools supposedly proposing to introduce Indonesian during 1977-1980 [*ibid.*:181]). A Centre that had collected statistics regularly over a long period and was therefore able to see emerging patterns would be less likely to be deceived by such obviously erroneous figures. Every type of language teaching activity from research to class teaching to administration has constant need of reliable information and the proposed Centre, collecting information, classifying, cataloguing and computing it, will do much to facilitate improved planning and practice.

The need for reliable information and sound advice is increased in importance by two specific factors: the increase in language learning outside the formal school system and the devolution of educational decision-making. In the past, State Education Research and Curriculum Branches acted as information centres and the information permeated through the system via inspectors and other Departmental channels. With more language learning occurring outside the formal system in private language schools, ethnic schools, continuing education classes, and classes in industry and commerce, as well as in autonomous tertiary institutions, the old system cannot work. In any case, an effective information centre needs to see its information-gathering province as the whole nation, in fact, the whole world.

Devolution in educational decision-making has accelerated in recent years in probably all States, i.e., more and more responsibility for decision-making has moved towards the school and community [cf. Schools Commission 1978:6-7]. While this may have decided educational and administrative advantages, it can work effectively only if the people making the decisions are well-informed or have ready access to information relevant to the problems they encounter. The need for the ready availability of information relevant to language teaching is further increased since, in any enlightened educational approach, schools must adapt syllabuses, courses and methods to the needs of their own students and to the needs determined by local circumstances [cf. *ibid.*:9]. The proposed Centre will make available the information on which enlightened decisions can be made. It can thus provide guidance and also, because of the nature of its staff, their fund of information on what is happening elsewhere, and the information bank in the Centre itself, it can provide the stimulation that the Schools Commission [1978:7] considers essential if a decentralised decision-making system is to be successful.

A centralized information retrieval system is sometimes faced with dissemination problems. However, this does not reduce the importance of such a system since, without it, much information would be lost. Rather, the need is for a ready means of gaining access to it and, hence, for a detailed computerized classification, storage and retrieval system such as the ERIC system provides. It also emphasizes the need for a Centre to have its own library, printing facilities, journal or newsletters. In addition, it should not be thought that such an information system is wasted if it is mainly used by academics who then disseminate its information in traditional ways through lectures and papers. On the contrary, language teaching research is hampered in Australia by the lack (except for ERIC) of the sort of information retrieval systems that are freely available in such fields as medicine.

The information bank should also include such services as job information both in Australia and overseas (especially under the Australian Development Assistance Bureau and other "aid" organizations), research fund sources, scholarships and awards, and listings of courses in Australia and overseas that are relevant to language teachers and other language users. A register of job information provides a valuable service to members of the affiliated associations and is exemplified by the MLA's *Job Information Lists* and by the Center for Applied Linguistics which publishes job information in *The Linguistic Reporter*. At present, information on scholarships and awards is handled by AMLTA but a permanent register would facilitate forward planning by Associations who notify members and by individuals continuing their language study or research overseas.

4.2 *Advisory Services:* A National Language Information and Research Centre of the type being proposed here would clearly have a major advisory role to play in all language-related matters in Australia. In this capacity, it would be able to provide services to governments, Education Departments, schools, individuals, industry and commerce - in fact, wherever second language issues are involved. This capacity would emanate partly from its own resources of staff, information bank and research registers and partly because its familiarity with what is happening in the language area across the nation and around the world would enable it to refer enquiries to other sources if necessary [cf. CILT, Appendix 1, Column 1]. The governmental advisory role the Centre could assume is illustrated by the ACTFL's role in the establishment of the U.S. Presidential Commission on Language and Area Studies [see Appendix 3].

The Centre's advisory role will necessarily include a major involvement in the area of language planning. We have already seen, for example,

the need for the development of a national language policy and a national language education policy in Australia. The form and content that these policies should take is too complex an issue to be discussed here.⁽⁵⁾

It is clear, however, that the proposed Centre would have a major contribution to make to the formulation of such policies and to their continual updating to meet emerging needs. This role would arise from the Centre's staffing, its structure that enables it to receive advice from a broad cross-section of the community, and its role as an information centre. In fact, the Centre's essential initial activities in comprehensively reviewing the language situation in Australia and compiling its information bank would also be an essential pre-requisite to the rational formulation of national language and language education policies.

The other aspect of language planning which assumes considerable importance in countries such as Malaysia, Indonesia, Denmark or France is the planned or controlled development of languages. It is not suggested that such a role is relevant to the proposed Centre if only because the notion of the planned development of English has always been shunned. However, the Centre may find a useful advisory role in this area by virtue of the specialist applied linguists on its staff and its ready access to specialists in other linguistic disciplines. The problems on which the Centre is most likely to be called to advise arise from the fact that, like English, the other community languages are starting to develop forms (vocabulary, structures and functions) that differ from those in the country of origin. There seem to be emerging, in other words, Australian varieties (e.g., Australian Greek, Australian Italian, and so on) in the same way as there is Australian English. This development is not to be deplored; on the contrary, it is a natural and significant development as those communities, their cultures and their languages adapt themselves to

the Australian context. However, as languages evolve in this way, syllabus and materials developers are often faced with the decision whether or not to include certain forms in their content. It is in helping to make such decisions on an informed basis that the Centre's second advisory role in the area of language planning will occur.

There is, furthermore, need for an independent, specialist and expert centre that can advise on language issues in Australia, including the allocation of research and development funds. In some areas of activity (e.g. bilingual education and reading research), vast sums are being spent but not always for worthwhile purposes or in such a way that the worthwhile purposes can be achieved. Yet, without ready access to an expert centre such as the one proposed, adequate assessment and surveillance of research in a specialist area such as language is unlikely. It is possible, for instance, to identify in Australia language research and development programmes heavily funded at taxpayers' expense whose results have failed to justify expenditure because of insufficient specialist assessment prior to commencement, inappropriate staffing, or failure to take account of current linguistic knowledge. This is not the appropriate document in which to identify and discuss such projects but they do re-emphasize the fact that wasteful use of scarce research and development funds can be avoided only where an independent, expert, and specialist body is available to advise the government and other research-funding organizations on language projects.

The advisory role is important at the school level also, especially, as discussed earlier, in view of the process of devolution of decision-making and the need to adjust all programmes to local needs. This is particularly evident when one considers the need to develop school programmes to meet the needs of the multicultural society, a process which

inevitably means that many schools must take careful note of the ethnic structure of their local community and tailor their programme to meet its distinctive needs. This desirable localisation of the curriculum was emphasized by the Australian Ethnic Affairs Council [1977:12-13] but clearly its corollary must be a need for advisory services on curricula, administration, methods, resources, and language and culture content. Its need is further increased by the recommendation in the Migrant Languages Report [Department of Education 1976:106] that non-specialist classroom teachers should, as far as possible, handle the "language component within an intercultural program". Lacking specialist training and significant language proficiency, such teachers will clearly need ready access to advisory and other support services.

The proliferation of ethnic schools (cf. *ibid.*:111-114), which has undoubtedly been encouraged by the failure of the formal day school system to teach community languages and cultures, increases the need for advisory services. Many such schools have difficulty in finding and maintaining sufficient trained teachers with adequate materials suitable to the needs of students conditioned to Australian expectations. If the quality of teaching is to be improved, then sympathetic advice and support such as the proposed Centre could make available is the minimum needed.

The advice the Centre could give ethnic communities in developing their language and culture programmes would, desirably, be reciprocated. Frequent reference has been made in this paper to the need for national language and language education policies and to the need to make language education relevant to the needs of Australian society. One would expect that the contacts provided by the Centre's involvement with the ethnic communities would provide much appropriate informal advice and feedback. This would supplement that received through the formal management structure of the Centre discussed below.

It is clear that the proposed Centre is an essential, even pivotal support for an education system geared to the needs of the multicultural society.

CILT provides some examples of how the advisory services of the Centre could be provided: by correspondence enquiries, by personal consultation in the Centre, by visits requested from the Centre's staff, and through conferences, seminars and workshops sponsored by the Centre [see Appendix 1, Column 3].

4.3 *Library:* A reference library is clearly an essential part of the Centre if it is to carry out the preceding roles. It should contain extensive holdings in all the sciences that give insights into language teaching and applied linguistics, e.g., in all the linguistic sciences, psychology, sociology, teaching technology, methodology, research, testing, teacher education, and so on. It should hold a set of the ERIC documents though this may be dispensed with initially. It should receive the major abstracts publications in the area of language teaching and applied linguistics (e.g., *LLBA, Linguistics and Language Teaching : Abstracts, MLA Abstracts, Arts and Humanities Citations Index*), and the ERIC catalogues. It should receive all the major language journals and, in particular, contain a comprehensive collection of teaching materials (including audio-visual software). Initially, in order to reduce costs, the library should be available for reference purposes only, especially by staff, but eventually borrowing facilities could be provided on both a personal and correspondence basis. See Appendix 5 for further comment on the library and reduction of its costs.

4.4 Publishing and Printing Facilities: Such facilities are essential as a means for the dissemination of information through journals, newsletters, research surveys, materials lists, conference reports, bibliographies, abstracts services, promotional materials, broadsheets and general notices. In addition, they could greatly assist affiliated associations (AFMLTA, State MLTA's and ALAA) by providing such services at a cost considerably lower than is available elsewhere, thereby enabling them to increase the services they offer and improve their general effectiveness. The Applied Linguistics Association of Australia could, for instance, greatly expand its publications and upgrade their format if they were not dependent on the "spare-time" facilities of already over-taxed printing centres in tertiary institutions. For such associations, normal commercial printerries are out-of-the-question for financial reasons. The cost of equipping the Centre in this way and of maintaining the necessary software would not be great since the printing and publishing activities could be made financially self-sustaining as is the case at CILT and ACTFL [see Appendix 1, Column 5 and Appendix 2]. For these purposes, the Centre would require equipment for offset printing, photocopying, collating, cutting and binding.

4.5 Syllabus and Materials Development: In both these areas, a great deal of work needs to be done in Australia. Although official committees exist in each State education system to develop syllabuses, coordination across Australia (without restricting individual State initiatives) would reduce duplication of effort or, by giving easier access to the syllabuses of other States, would facilitate the work of the existing committees. However, for less populous languages or

languages being phased into the curriculum in any State, there is often considerable need for outside assistance since, the language not having been taught before, there will be a smaller pool of experienced, academically qualified teachers available to staff committees and a smaller pool of knowledge about materials on which to draw. In addition, as the newly established Greek Syllabus Committee in Queensland has found, it is difficult to find out even for a community language as widely taught as Greek what is going on in other States, what syllabuses exist and have been trialled, and what their success has been. Clearly, a central information centre that seeks out such information on syllabuses could be of particular value and could also, by promoting the development of syllabuses in "new" languages, foster the teaching of those languages more efficiently and economically and with better results than at present.

Furthermore, it is clear that this need extends into the materials area. For the community languages, there remains a dearth of materials suitable for use in Australia. However, the need extends also to the "well-established" languages such as French and German. Even here, there is urgent need for more Australian-designed materials to be developed. Materials designed for use in other countries (especially Britain and America) are often inappropriate in the assumptions they make about the age of the learners, their cultural backgrounds, and the time allocation for the course. One deleterious effect is to make language learning seem appropriate to American or British students but not Australians and this has undoubtedly contributed to the present decline in language study.

As serious an issue, however, is the need to ensure that the materials used in Australian schools are designed to attain the objectives relevant to Australia's needs. Thus, for example, if we are serious about multiculturalism, materials, courses and methods must be designed to develop

appropriate language skills, to develop favourable cross-cultural attitudes, and to foster interaction between the communities [see Ingram 1977 where this is discussed at greater length]. Suitable materials are, however, very scarce. This deficiency was recognized in the Auchmuty Report [Commonwealth Advisory Committee 1970:94] and, though some worthwhile work in Asian languages has been done, much remains for the future especially in "traditional" and community languages (e.g., French, German, Greek, Italian, Serbo-Croat etc.). The shortage of materials was also frequently stressed by the Committee on Migrant Languages [Department of Education 1976] and it called for a "special effort" in materials production [*ibid.*: 106, 109, 117]. It also noted the difficulty in getting suitable material published by commercial publishers and suggested that some stimulus was needed [*ibid.*:106].

Clearly, a National Language Information and Research Centre will have to have materials development as one of its most important activities. This is not to imply, of course, that the Centre will itself prepare all such materials. However, it will have an important role in developing guidelines, in encouraging local initiatives, in sponsoring (even under-writing) initial publication in order to encourage established publishers to "gamble" with locally produced material, and in providing consultancy services for other materials and course writers. It could also go beyond its own staff resources by establishing syllabus or materials committees. The Schools Commission underlines the desirability of having a core of high quality syllabuses and materials being developed by expert bodies when it states:

"School staffs have neither the time nor the resources to devise basic curriculum materials. Nor do they often have the expertise.. The availability of high quality curriculum materials is vital to them...
[Schools Commission 1978:7]

It is worth noting, in this connection, the press release from the 1977 Congress of the Applied Linguistics Association of Australia:

"The Applied Linguistics Association of Australia stresses the need for materials specifically designed to meet Australia's current language needs and urges the Federal Minister for Education, Senator J. Carrick, through the Curriculum Development Centre, the Innovations Grants Scheme of the Schools Commission, and through other agencies and avenues to arrange for the development of appropriate materials for all languages taught in Australian schools and to encourage the production of such materials throughout the country."
[*Australian Review of Applied Linguistics*, Vol. 1, No. 1, December 1977, p.69]

Unfortunately, the bodies named in that statement generally lack the specialist personnel with specific training in languages and applied linguistics and an appreciation of distinctive language needs, that are prerequisite if they are to give the expert guidance essential for syllabuses and materials to be produced in tune with modern developments and designed to meet such criteria as stated earlier. The lack of linguists and applied linguists on CDC materials committees exemplifies the problem. The only adequate solution is the establishment of such an expert organization as the proposed Centre.

A further aspect of the work in syllabuses and materials is the listing and evaluating of what is available. At present it is very difficult even for official syllabus committees to find out, even for well established languages, what is available in the way of teaching materials, courses, reading matter, cultural background materials, audio and visual software, and reference materials. In fact, all they can do is thumb journals and publishers' blurbs. Inevitably, such searches miss much and are largely dependent on the publisher's honesty and pedagogical competence for an assessment of what is found. The proposed Centre should have as one of its functions the cataloguing⁽⁶⁾ and evaluation of all the materials

available in all the languages taught in Australia, a role that CILT has in Britain [see Appendix 1, Columns 1 and 5]. A detailed descriptive evaluation of all materials (in both theoretical and practical terms) should also be amassed. Though the Centre could not itself trial and assess all materials, it should seek out reports on the materials from teachers using them around Australia. With its close ties to the MLTA's, such a task, though considerable, would be reasonably feasible. In fact, the Schools Commission [1978:9] refers to the desirability of having available similar analyses of successful practice and alternative approaches (and hence also of the materials used). It could also have a desirable "spin-off" effect of encouraging at least some teachers, especially when using "new" materials, to be observant and critical of their own teaching, to be less isolated, and to seek out and profit from the experience of others as they assess their own experience against the Centre's file of evaluations on which they had made their choice of material. The fact that the evaluation they have perused and against which they necessarily compare their own experience has come from their colleagues and from their own professional association is likely to make them more open and receptive to their own critical evaluation and more willing to change [cf. Schools Commission 1978:9-10]. In turn, they are more likely to be willing to contribute their own experience to inform others and thus to advance the profession.

Similar comments are applicable to the development and trialling of methodology and a similar role for the Centre can be envisaged.

4.6 Research: It is at present very difficult to find out what is going on in Australia in research into language, language learning, language teaching, and the various aspects of applied linguistics. Though the *Directory of Education Research and Researchers in Australia*

published by the Commonwealth Department of Education provides some information, its lists are not very extensive in this area and are, in fact, clearly deficient. It is possible that a specialist Centre with its contacts extending into all corners of Australia through the MLTA's and ALAA might be more successful. In any case, the present lack of information must hamper research development, lead to unwarranted duplication of effort, and militate against successful research being fed out to modify teaching practice. Like CILT [see Appendix 1, Column 4], the Centre should develop a comprehensive and continually up-dated register of research and publish regular reports. It should similarly publish a register of research workers and other specialists in aspects of second language teaching and applied linguistics which can act as a resource file for persons seeking advice, for fellow researchers wishing to interchange ideas, and for committees working on materials or syllabuses.

While it is unlikely that the Centre could be staffed to carry on a major research programme of its own, it would have a major role, in conjunction with such bodies as ACER and ERDC, in stimulating research. This role is particularly appropriate since the Centre's field network through the Associations will enable it to know clearly the areas in need of investigation and since its nature and structure brings together academics, researchers and practitioners. Its staff could be selected so that they could advise on research needed, give guidance in research design, and generally stimulate research activities. It might also act as an agent of funding bodies and, in other ways, let out research projects to others to carry out. In this, it would function like the Curriculum Development Centre [cf. 1977:5]. Like CILT, however, the Centre might well find that surveys are within its scope and are relevant to its information bank activities [cf. Appendix 1, Column 4; Appendix 2, "Research"]. Such

surveys could be staffed by specially recruited personnel but, in addition, a Centre structured around the AFMLTA and ALAA would be able to call on considerable voluntary assistance from MLTA members or from academics willing to participate as a part of their personal research programmes.

The surveys and other research needed in Australia are too extensive to be listed here. However, the need can be exemplified by the need for national language and language education policies and the background information required before they can be developed; the need to identify the real requirements of industry and commerce; the need for firm information on what is actually happening in terms of objectives, methods, student numbers and attainment in language teaching at any level in Australia and the need to monitor the changing situation [for ESL, cf. Galbally Review 1978:40, 47-48]; the need for methods to be developed that are better able to meet Australia's language and attitudinal needs; the need for better information on the school performance and language skills of non-English speaking students; the need for placement tests in ESL; the need to know the real reasons for the present decline in language study in Australian schools; the need to know more about the effects of L_2 learning on L_1 proficiency; the need to identify the language functions most useful for L_2 learners in Australia and to develop material on them; the need for a practical definition of second language proficiency and for a performance-based rating scale with better definition than the only widely accepted one currently available (viz. the FSI Scale of Absolute Language Proficiency Ratings [Foreign Service Institute School of Language Studies 1968]; and the need to develop appropriate instruments by which to identify learners' proficiency levels in all languages taught in Australia (including ESL) [cf. Galbally Review 1978:47-48].

4.7 Stimulating Development Through Interchange: One of the most effective ways in which CILT stimulates the advance of British language teaching is by sponsoring the interchange of information and ideas between researchers in the area of language teaching and applied linguistics. It does so by sponsoring high-level, specialist conferences and round tables and by subsequently publishing the deliberations [see Appendix 1, Column 3; Appendix 2, "Conferences"]. A similar activity would be suitable for the Australian centre. Larger scale conferences of wider appeal and inservice seminars would remain the province of the affiliated associations though the Centre, as a result of its broad perspective over the whole area of need and activity in Australia, would be in a position to suggest desirable themes and, thereby, to stimulate language teaching to respond to changing social conditions and educational aspirations. It might also be in a position to advise on the most useful ways in which the professional associations (and the official organizations) could respond to teachers' needs in continuing inservice education.

4.8 Language Courses: It would not be appropriate for such a Centre to be continuously involved in language courses since it is unlikely to have sufficient, or sufficiently diverse staff for this purpose. However, there remains in Australia, a periodic need for special language courses especially to train teachers of "new" languages in intensive courses. The Centre could, on occasions, respond to particular needs either by recruiting temporary staff and hiring facilities in a school, college or university, or by collaborating with a language department to mount the course. In addition to catering for the schools' expansion into "new" languages, this would help to answer the Auchmuty committee's request for intensive courses in languages for special purposes to be made available to meet the practical needs of industry, commerce and the government

[Commonwealth of Australia 1970:93]. Similarly, the Centre may, on occasions, respond to particular needs in the area of "English for Special Purposes" (ESP) though generally this widespread need would be better met by regular teaching institutions. In ESP, as with language courses in general, the Centre's most appropriate role is advisory and consultative, identifying needs to be answered in courses offered by regular teaching institutions and providing advice on the best ways to meet them.

4.9 *Coordination:* It is already clear that one of the significant functions of the Centre will be coordination in order to educe a clearer perspective of the language situation in Australia, to provide necessary information on what is happening, to avoid wasteful duplication, and to encourage the development of a coherent national policy on language resources, their utilization, maintenance and development. This coordination role will be carried out through the information, advisory, materials development, and liaison roles of the Centre. The need for such coordination and its corollary cooperation was emphasized in the report of the Migrant Languages Committee [Department of Education 1976:118].

4.10 *Liaison:* Related to the coordination function is that of liaison. Such a role can bring together for the promotion and improvement of language teaching all areas of the various education systems, the various language, educational, professional, and academic associations, the users of language skills (e.g., industry, commerce, government services), and the ethnic communities. Like CILT, the Australian centre can extend its liaison role to similar organizations in other countries especially, but not only, through the international counterparts of its affiliated associations, viz., FIPLV (International Federation of Modern Language Teachers

Associations) and AILA (International Association for Applied Linguistics) and, consequently, through UNESCO [cf. Appendix 1, Columns 1 and 4; also Curriculum Development Centre 1977:19].

4.11 Promotion of Language Teaching: In one sense, all of the activities discussed so far relate to the promotion of language teaching in that one means, pre-eminent above all the others, of promoting language teaching is to make it more efficient, effective and responsive to the society's and each individual's real needs. In addition, however, in the present context of ambivalent social attitudes towards language study, promotion must include the continual publicizing of the benefits of bi- and multilingualism. As ACTFL suggests for the U.S. Presidential Committee, the Centre must

"assert the general educational value of the study of second languages and cultures in the contexts of the humanities and of international education."
[ACTFL 1977 Annual Report; see also Appendix 3]

In other ways, also, the Centre can promote language teaching. ACTFL continuously prepares press releases, stickers, posters, brochures, buttons, celebrity tapes, audiovisual presentations and other publicity material for distribution. This is already done by some State MLTA's but these activities could be made more effective if the materials were also promoted nationwide by the Centre. On a more serious level, the Centre can also do much to promote language teaching by identifying the real needs of students, the community, government, industry and commerce and showing how language teaching (changed, if necessary) can meet those needs and by making representations where necessary to obtain for the language teaching system the resources that will allow it to do so. In this way and through its surveys, its liaison activities and its representations, the Centre also helps to promote participatory planning in Australian education, a goal urged by the Schools Commission [1978:84, 85].

4.12 *Translator and Interpreter Services:* We have already observed [Section 2] that, despite some improvement in interpreter services in Australia, there remains considerable room for improvement [cf. Galbally Review 1978:52-53]. Australia still lacks the equivalent of the British Institute of Linguists with its strict professional code, its clearly differentiated proficiency levels and corollary job definitions, and its respected examinations. In similar ways, the proposed Centre can do much to promote improved translator and interpreter services and it would seem the most suitable headquarters for the National Accreditation Authority for Translators and Interpreters. The Centre's role in this area arises from its information bank, its capacity to identify language needs, its interest in all language-related problems, and its accumulated expertise in the linguistic sciences. Not least, its wide representation from across the community at the administrative levels, its interest in languages for special purposes (especially in ESL) and its interest in defining language proficiency levels [see Sections 4.6, 4.8] will ensure that the diversity of the problem arising from language variation is taken into account in accrediting personnel and developing services. In short, the Centre has much to offer to the radical re-thinking of Australia's provisions in these fields, to the planning of its services, and to the development of appropriate training programmes and accreditation policies.

5. *STRUCTURE AND ADMINISTRATION:*

5.1 *Governing Body:* It is proposed that the Centre should be administered by a Board of Management consisting of:

- the President and Secretary of the Australian Federation of Modern Language Teachers Associations
- the President and Secretary of the Applied Linguistics Association of Australia

- the Director of the Centre
- 2 members nominated by the Australian Ethnic Advisory Council
- 1 member nominated by the National Aboriginal Congress
- 1 nominee of the Schools Commission
- 1 nominee of the Curriculum Development Centre
- 2 nominees of the Tertiary Education Commission (with interests in CAE's and universities respectively)
- 2 practising language teachers (at any level) nominated by the Council of AFMLTA
- 2 nominees of the Applied Linguistics Association of Australia nominated by the Council of ALAA
- 3 members named by the Commonwealth Government and representing respectively industry, commerce, and government services
- 8 members named by State and Federal Ministers for Education representing the Commonwealth Department of Education, the Commonwealth Teaching Service, and the State Departments of Education.

It is recommended that appointments to the Board of Management should be made by the Commonwealth Minister for Education on the nomination of the bodies indicated above. The Board will meet regularly, it will elect its own Chairman and Deputy Chairman, with the Director of the Centre as Secretary. It is recommended that membership (other than for *ex officio* members) be for two overlapping years but members be eligible for re-nomination.

The Board is structured to give representation to a wide cross-section of the society. If it is desired to increase the breadth of advice flowing to the Board from relevant professional associations and the Education Departments that implement educational policy, it is suggested that an Assembly be formed consisting of:

- the Board of Management
- the Council of AFMLTA

- the Council of ALAA
- the Commonwealth and State Ministers of Education (or their representatives)
- the Commonwealth and State Ministers responsible for Immigration and Ethnic Affairs (or their representatives)
- two representatives of the non-State education system in each State.

The Assembly would meet annually or biennially and be advisory. Though it would serve a useful function in relating the education system to the Centre and ensuring that it takes adequate account of the former's needs, the cost of holding meetings would, initially at least, probably make the notion of an Assembly impracticable.

5.2 *Staff*⁽⁷⁾: The Centre will have to tailor its activities according to the staff that its funds enable it to employ. However, the following would, initially, be the minimum desirable:

Director
 Applied Linguist
 Secondary Language teacher on secondment
 Primary Language teacher on secondment
 ESL teacher on secondment
 Visiting staff member
 Applications Programmer
 Librarian
 Administrative Officer
 Publicist
 Printer
 Technical assistant
 3 Stenographers
 2 Clerk typists.

The professional staff have been planned to ensure both theoretical or academic strength and practical experience. The Director should be an experienced language teacher with academic strengths in relevant areas, especially applied linguistics. In order to attract suitable, qualified personnel to the position, the Director must be paid at not less than the rate of a Professor in a university. His role will be supervisory and professional. The day-to-day administration of the Centre should largely

be done by the Administrative Officer so that the Director's principal functions revolve around policy formulation; directing the research and development activities of the Centre; preparation of papers and articles; acting as Secretary to the Board; representing the views of the Centre to the Government, Education Departments and other bodies; and general supervision of the Centre's activities. It is recommended that this position be, on application, renewable with tenure at the end of the first three years of service.

The applied linguist brings specialist skills to promote the work of the Centre. He will have a background of research, academic strengths in applied linguistics, and relevant teaching experience. While his teaching interest will probably be in second language teaching, it could also include other language-related areas so that the Centre's strengths can extend into other fields (e.g., bilingual education). He should be paid at least at the rate of a Senior Lecturer in a university. It is recommended that this position be, on application, renewable with tenure at the end of the first three years of service.

The Primary and Secondary teachers bring their classroom skills, experience and insights to the Centre. A specialist ESL teacher is also recommended in view of the particular needs in ESL in Australia [see Galbally Review 1978:37-48] and because the role of English in Australia has different implications for methods, motivation, courses and materials from those for other languages. It is recommended that all teacher appointments be on secondment for two years since it is desirable that the persons filling these positions be always fully aware of the current classroom situation.

The position of Visiting Staff Member will not always be filled. It is made to enable the Centre to appoint to its staff for limited periods from one week to one year individuals who, because of their exceptional skills or because of exceptional needs, have particular specialist contributions to make to the activities of the Centre. So, for example, a sociolinguist with a specialisation in language planning may be offered the position to assist in the Centre's contribution to the development of a national language policy. On another occasion, an Aboriginal with particular insight into the bilingual education needs of Aboriginal communities may be offered the position while a relevant project is in progress. Early in the life of the Centre, the Director of a comparable centre overseas might be offered the position so that he can lend his experience to the Centre's establishment. The salary offered will depend on the professional and academic status of the appointee.

The publicist will engage in public relations and promotional activities. Liaising between the Centre and the rest of the community, he will inform governments, other organizations, and the language teaching profession what the Centre does and the services it can provide. He will also have the important task of generating in the community an awareness of the multicultural nature of the society, its values and needs, and the contributions that language learning can make to enriching the lives of the people and their children and to promoting the effectiveness of industry and commerce. Such activities are also found in the ACTFL (see Section 3 above) and they can contribute significantly to creating a community awareness that will halt the regrettable decline in school language learning noted in Section 2 of this paper. They also respond to the need observed by the Prime Minister when he said, in tabling the Galbally Review:

"The Government accepts that it is now essential to give significant further encouragement to develop a multicultural attitude in Australian society."
[Fraser 1978:14]

The applications programmer (or computer information storage and retrieval specialist) is required in order to ensure that the vast amount of information on language and language learning that will be accumulated will be stored in an accessible and usable form. He will be a person of two to four years' experience capable of writing programmes and entering, retrieving and manipulating data. To reduce costs initially, it is proposed [Section 5.3] that access be obtained to a large computer located elsewhere in Canberra (e.g., at the CSIRO or ANU) but a computer terminal with connecting land lines will be needed together with the purchase of computer time. It is likely that the work involved in storing and manipulating the data will require rapid expansion of these facilities.

Other support staff (librarian, administrative officer, printer, technical assistant, stenographers and typists) are self-explanatory. The duties of the technical assistant are to include the preparation of recorded, audio, and visual materials and maintenance of equipment. An administrative officer is recommended to ensure that the professional staff members do not dissipate their specialist skills on day-to-day administrative chores. One of the secretaries will primarily serve the Director and applied linguist and another the professional associations affiliated to the Centre. See Appendix 5 for further comment on the Librarian.

In the future, consideration might be given by State Education Departments to the appointment or secondment of practising teachers to the Centre to act as liaison officers with language teachers and language teaching institutions in their States. The number of such persons would be a matter for each State to decide though the more populous States may

require more than one. Their principal role would be to familiarize themselves with the work and resources of the Centre, to disseminate information and materials to the schools, and, drawing on the Centre's resources, to act as advisory teachers in their States. It is proposed that their term of appointment be for two years and that their salary and expenses be paid by their own State Education Departments.

All staff appointments and renewals will be made by the Board of Management.

In addition to these full-time staff, the Centre will have the capacity to establish committees and working parties to respond to specific needs (e.g., to develop syllabuses, plan materials, develop a national language policy, or formulate a national plan of action to provide improved translator and interpreter services).

5.3 Equipment: The following should be considered a desirable minimum though some might be accumulated in the first two or three years of operation as funds become available. Those asterisked constitute an essential minimum for the initial operation of the Centre:

- * office equipment
- * photocopier
- * fast copier for sound cassettes
- recording studio (sound and video)
- colour cassette videorecording equipment
- slide copying cameras
- offset printing equipment
- automatic collating, cutting and binding equipment
- * library furniture (including considerable filing and storage space)
- * office furniture
- * turntable and open-reel recorder
- TV monitor
- * slide and 16 mm projectors
- * computer terminal linked to another institution's computer.

5.4 Costs: Establishment and recurrent costs will include:

- housing and establishing the Centre
- staff salaries and benefits

- equipment
- library (equipment, books, journals, searches, abstracts)
- staff travel
- Board meetings
- postage and telephone
- stationery and other consumables
- computer time
- Telecom landlines linking the Centre to the computer

Estimates are shown in Appendix 5.

5.5 Funding: It is recommended that the Federal Government provide the funds to establish and maintain the Centre. The justification for this rests in the fact that, like the Curriculum Development Centre, the National Language Information and Research Centre provides a service which will greatly enhance an important component of the education system in all States. It is clearly in the national interest that the Centre be enabled to improve language learning for cultural reasons, in order to promote a more harmonious, fertile and creative society, and to provide the means to more satisfactory international relationships whether in trade, diplomacy or tourism. It should be noted that the British government recognizes the importance of such a centre and fully finances CILT. The Australian Government recognizes the importance of such a centre in South East Asia and provides substantial assistance to RELC. It would be ironic, if, while recognizing the importance of promoting language learning in the multi-cultural societies of South East Asia, the Australian Government were to neglect language learning and other language needs in its own. In adopting the Galbally Review, however, the Government has shown that it recognizes such needs [see Fraser 1978; Galbally Review 1978: especially 37-63, 104-111].

It is noteworthy that the Schools Commission [1978:109] recommended that \$1 million per year be spent to promote the teaching of community languages and that the Galbally Review recommended that expenditure on English language instruction, communication and multiculturalism be increas-

ed by \$23.63 million over the next three years [Review of Post-arrival Programs and Services for Migrants 1978:14]. The establishment and funding of this Centre would be an important contribution to the spread and improvement of the teaching of all languages, to improving communication in Australia, and to fostering a spirit of multiculturalism [cf. Fraser 1978:15]. The allocation of funds to what, in a narrow sense, is a single, specific function should not be considered an improbable way of encouraging the spread of language teaching. First, the Centre exists precisely to provide the support services that are essential if Australian language teaching is to be made more effective. Second, the Schools Commission has already acknowledged the beneficial effects of specific purpose grants:

"...the experience of the past four years suggests that the educational effectiveness of even relatively small sums made available for specific purpose programs has engendered more widespread educational reflection and initiative than larger sums applied to generally improved conditions in schools."
[Schools Commission 1978:83]

It is clear from the earlier outline of its activities that such a statement will be equally applicable to the Centre. In addition, the funding of the Centre would match the Schools Commission's policy in specific purpose funding which it describes in this way:

"Its general thrusts aim towards greater equality in educational opportunities and outcomes and towards more open and participatory processes in planning, supporting and operating action designed to improve schools."
[*ibid.*:83]

It should also be noted that the Schools Commission currently funds Education Centres, each of which receives an annual negotiated grant. In Queensland, for example, this varies from approximately \$10,000 for Warwick to approximately \$50,000 for the Brisbane Education Centre. Though it is

not suggested (for reasons discussed later) that the Education Centre concept adequately meets the needs of a National Language Information and Research Centre, the existence of Education Centres funded by the Schools Commission is noted to illustrate that a precedent exists for the government funding of semi-autonomous centres managed and used by such community groups as Subject Associations. In addition, the Federal Government in accepting the Galbally Review approved the establishment of multicultural resource centres that will involve the local communities in their management and operation [Fraser 1978:11].

While it is proposed that the Centre should (like CAL in America) provide also a secretariat for the Australian Federation of Modern Language Teachers Associations and for the Applied Linguistics Association of Australia, a Centre of this sort is clearly beyond the resources of these organizations. In any case, the Centre would be serving education in general and the society at large and it would be inappropriate to put the responsibility for its funding solely on those two bodies. Nevertheless, if they benefit from having a permanent secretariat with administrative and organizational facilities available to them and if, as the proposed administrative structure suggests, they have a major voice in the operation of the Centre, it is appropriate that they contribute financially to it. Thus, for example, if the present AFMLTA capitation fee were doubled to \$6.00 and the additional funds used for the Centre, a total of \$5800 (based on 1977 figures) could be contributed by AFMLTA with another \$600 from ALAA. Though not great, this sum could be earmarked for special purposes (e.g., the library) or directed to general revenue. Alternatively, it may be desirable that the Associations' contributions be used to provide a substantial part of the salary of one secretary. An increase in fees to members may be unpopular but the vastly improved services would provide an adequate justification.

Further revenue could be generated by the sale of services (to other than educational bodies) and the sale of publications. As occurs with CILT [see Appendix 1, Column 1], the publications could be self-supporting. In fact, since it is proposed that the Centre, unlike CILT, produce teaching and promotional materials, which are able to generate some profit because of the relatively large market, the printing section may ultimately be able to contribute to the Centre's general revenue.

6. *UNSUITABILITY OF EXISTING BODIES AS ALTERNATIVES:* None of the existing bodies provides suitable alternatives to an independent, government-funded National Language Information and Research Centre.

Clearly the work proposed for the Centre is too great for voluntary professional associations (ALAA, AFMLTA, and the State MLTA's) to do alone. Already these organizations are working to their maximum capacity and the major work load of the Centre, even if it could be distributed around them all, would greatly exceed their financial and voluntary manpower resources. Furthermore, the changing membership of their executives prevents their amassing the permanent reservoir of skills, insights, and broad knowledge of a changing situation that the Centre can acquire. In addition, the need to compile extensive resources of files on languages and language teaching in Australia, materials, reference texts, research data and the myriad other resources for planning and promoting policies and activities that respond to Australia's language needs makes a permanent Centre essential.

It would be inadequate for the Centre to be simply an Education Centre where the AFMLTA keeps its files or which acts as a secretariat for it. First, the activities proposed for the Centre greatly exceed the capacities of voluntary workers in professional associations. Second, the

concept of the Centre is that of an expert centre with specialized skills, a centre that promotes a vitally important but professionally specialist component of the education system and whose sphere of interest reaches well beyond the education system into community life, industry, commerce, government service, international relations, trade and tourism. Education Centres, though they have some community interest, have a quite different purpose; in particular, their activities tend to be professional rather than academic, they interest themselves in the full range of the curriculum and teacher needs, lack the specialization needed for this Centre, and lack the highly qualified and expert staff envisaged for the Centre.

The Curriculum Development Centre is not a viable alternative to the National Language Information and Research Centre. The activities of the proposed Centre go much beyond curriculum Development and include such language needs outside the school curriculum as translation and interpreting and, within the school, matters such as methodology that extend beyond curriculum development *per se*. The Centre will not, in any case, be staffed to carry out curriculum development itself though it will give expert advice on what is required and the directions such development should take; that is, the activities of the proposed Centre are complementary to rather than in competition with CDC's activities. Furthermore, policy, research, and development in the second language area are specialist activities requiring specialist skills and understanding: they cannot be catered for by the services of "general curriculum experts". The CDC's failure to include linguists or applied linguists on its materials committees reflects, perhaps, the inability of generalists to realize the distinctive needs of specialist areas.

7. *RELATIONSHIP TO AFMLTA AND ALAA:* The Centre's relationship to AFMLTA and ALAA is already clear from the earlier discussion of its administrative structure, activities, and funding. It is proposed that the AFMLTA and ALAA should have a considerable voice in the management of the Centre, that their secretariats should be lodged there, and that they should make some contribution to the running of the Centre. We have already noted how the Center for Applied Linguistics in Arlington acts in this way for the Linguistic Society of America and the American Association for Applied Linguistics.

There are considerable advantages in the Centre's being partially a centre for AFMLTA (and, hence, State MLTA's) and for ALAA rather than being a solely government-run organization such as CDC. In particular, it is much better able to capitalize upon the energy, initiative and professional skills of a large group of enthusiastic and concerned language teachers and academics who already make major contributions to the development of Australian education through their professional associations. It also ensures that the Centre remain in touch with the reality of the schools and the needs of the society since, through the MLTA's, the Councils of AFMLTA and ALAA, the Assembly, and the Board of Management, practising teachers will directly influence the Centre's policies and activities. This mitigates the danger that the Schools Commission sees in special purpose funding (viz., that special projects become isolated from schools and staff) [Schools Commission 1978:83]. In turn, the provision of support services by the Centre to the Associations would encourage present unilingual associations to affiliate with AFMLTA, to pool their resources, mutually benefit from increased professional interaction, and further increase the revenue available to the Centre. In similarly attracting TESL organizations, similar professional benefits would accrue to all assoc-

iations, the TESL organizations would be given a national voice which they at present lack, the Centre's interests would all the more clearly involve English second language teaching, and the Centre would be further promoted as a centre of major importance not only in Australia but in the Asian-Pacific region with its ESL interests.

In short, a National Language Information and Research Centre funded by the government but with significant involvement from the professional associations can benefit greatly in efficiency, cost-effectiveness, and the encouragement of and benefit from individual initiative. As a specialist and expert Centre responsive to practical needs, it provides the ideal combination of highly developed skills, academic insight, practical concern, and awareness of social and practical realities.

8. *LOCATION:* Though the Centre could operate effectively in any city, the most suitable location would be Canberra. This would add the national prestige that a centre of this importance warrants, Canberra is centrally located and avoids inter-State rivalries, and it would enable the Centre's government-advisory functions to be carried out most effectively.

9. *ASSESSMENT OF THE CENTRE'S SUCCESS:* The success of the Centre will be assessed against the following criteria:

- (i) development in the professional attitudes of language teachers;
- (ii) improved efficiency in Australian language teaching and in promoting the solution of language-related problems;
- (iii) improvement in the extent to which the language needs in the society are identified and met;
- (iv) formulation of a national language policy and a national language education policy;

- (v) availability of information on language, language needs, language teaching, language learning, courses, materials, etc. to research workers, teachers and the public;
- (vi) stimulation of research and development in applied linguistics and language teaching in Australia;
- (vii) the seeking out of the Centre by educationalists, industry, commerce, government services and the public for advice on language-related problems;
- (viii) the desire of persons from around Australia and overseas to visit the Centre, consult with the staff, and use its services and resources;
- (ix) the production and publication of language teaching courses and materials more appropriate to use in Australia;
- (x) the production and publication of performance-based definitions of proficiency levels and of all language skills relevant to Australian needs and the publication of suitable test instruments;
- (xi) an increase in the number of students studying a language in both the formal and informal education system and improvement in the proficiency levels they attain;
- (xii) an increase in public awareness of the importance of second language learning as reflected in increased student enrolments, improved language services throughout the society, and salary loadings for language skills in government and private employment.

10. *CONCLUSION:* Australia, a multicultural and multilingual society inextricably intertwined through trade, migration, diplomacy and tourism with a multicultural and multilingual world has for too long neglected its language needs and squandered its language resources. If it is serious

about its multiculturalism, if it is serious about developing an harmonious and rewarding society, if it is serious about developing and profiting from its relationships with the rest of the world, then it will re-establish a high priority for the maintenance and development of its language resources; it will, in other words, take action to revive and promote language teaching and learning. The present government has expressed its commitment to multiculturalism and its desire to encourage all Australians to become bilingual. In establishing and maintaining a National Language Information and Research Centre, it has the opportunity to provide tangible evidence of its commitment and, at the same time, to provide a means to monitor Australia's language needs and to find the most effective means to respond to them. In doing so, it will help to ensure that language teaching returns to its rightful place as that element of the curriculum which can do most to encourage the emergence of a united, culturally rich and diverse Australian society, a nation in which each person pursuing and developing his own cultural identity, benefits from the diverse cultural wealth of the rest of the community and contributes to it his own individuality.

FOOTNOTES

1. Second language teaching (L₂) refers in this paper to the teaching of any language other than the native language. It includes, therefore, the teaching of English as a Second Language as well as the teaching of languages other than English. By extension, the debate on language teaching in Australia generally and in this paper includes the teaching of language other than English in language maintenance programmes.
2. The difficulty one has in obtaining more recent statistics provides one indication of the need for a national centre that can monitor trends.
3. The information on the Center for Applied Linguistics was obtained from *The Linguistic Reporter*, Vol. 20, No. 2, November 1977, *AILA Bulletin*, No. 1(12), November 1972 - February 1973, pp. 23-25, and from Professor Robert B. Kaplan, Professor of Applied Linguistics, University of Southern California, Los Angeles.
4. The information on ACTFL was obtained from its Annual Reports for 1976 and 1977 and from C. Edward Scebold, ACTFL Executive Director, in a letter dated January 4, 1978.
5. As an example of some of the issues involved in devising a national language education policy and of the possible role of the Centre and its affiliated Associations, Appendix 3 contains a reprint from the ACTFL 1977 Annual Report discussing the proposed U.S. Presidential Commission on Language and Area Studies.
6. i.e., their listing in a file index (preferably computerized), cross-referenced for levels, effectiveness, type of course, approach used, objectives sought, methods and techniques, support materials available, where trialled and outcome, and reviews available.
7. Throughout this section, the pronoun *he* is, of course, common gender.

APPENDICES 1 and 2

Appendix 1: CILT General Information Leaflet,
January 1977.

Appendix 2: Letter from the Director of CILT.

CILT

General
Information
Leaflet
January 1977

Centre for Information on Language Teaching and Research

20 Carlton House Terrace, London SW1Y 5AP
Telephone: 01-839 2828

CONSTITUTION AND AIMS

The Centre was established in 1966 to collect and coordinate information about all aspects of modern languages and their teaching and to make this information available for the benefit of education in Britain. CILT is maintained as a national centre by annual grants from the Department of Education and Science, the Scottish Education Department and the Department of Education for Northern Ireland. Registered as an independent charitable educational foundation, it is controlled by a Board of Governors appointed by the Secretaries of State and widely representative of education in Britain.

CILT is staffed and equipped to serve teaching and research. Advice on language teaching and materials is available for French, German, Italian, Russian, Spanish and English for speakers of other languages within Britain. Enquiries about less commonly taught languages are also dealt with, and are referred if necessary to sources outside the Centre. The teaching of English overseas is the province of the English Teaching Information Centre, British Council (ETIC) with which CILT shares library resources. CILT deals with enquiries about research into any language.

The Centre provides information and advisory services, for which no fees are charged, although expenses arising from staff travelling and staff subsistence are reclaimed.

The Centre maintains liaison and cooperation with professional associations and teachers' organisations in Britain which are concerned with languages. Through its research information services it has international links, especially with other European countries.

The Centre disseminates information principally through the Language Teaching Library, through publications, and by answering individual enquiries.

For further information see *CILT Services Paper 1*

LANGUAGE TEACHING LIBRARY

The Language Teaching Library, maintained jointly with ETIC, is open to all concerned with the study, learning and teaching of languages. It is essentially a reference library, although duplicate copies of books in great demand are available for loan. There is working space in the library for about forty people.

Opening hours: Monday-Thursday 09.30-17.30
Friday 09.30-17.00

For further information see *CILT Services Paper 2*.

Books

At present the library holds about 24,000 volumes, dealing with particular languages, general and applied linguistics, aspects of teacher training, language testing, examinations, research, psychology, teaching technology and methodology; special attention is paid to the acquisition of books from abroad. Examples of all teaching materials currently available in Britain for French, German, Italian, Russian and Spanish are held, and there is a collection for English as a foreign language for most countries overseas.

Many short bibliographies are available.

Periodicals

The library subscribes to some 400 periodicals, including more than 220 from overseas.

Language Teaching and Linguistics: Abstracts, the joint ETIC/CILT quarterly journal published by Cambridge University Press, is based on scrutiny of these periodicals. For further information see *CILT Services Paper 3*.

Non-book materials

Audio-visual holdings comprise representative samples of about 800 courses or sets of teaching materials: cassettes, tapes, film-strips, slides, 8mm film loops, OHP transparencies, video-cassettes etc. Viewing and listening facilities are available.

Other resources and services

These include: specimens of language texts; an international index of organisations; a calendar of forthcoming conferences and short courses; Council of Europe papers on language teaching; reviews of audio-visual teaching materials; examination syllabuses and papers. Bibliographic assistance and a limited reprographic service are available.

CILT SERVICES

An important part of the Centre's activities consists of informing and advising enquirers on aspects of language teaching and research—course planning, methodology, materials, testing, in-service training, research results, work in progress, formulation and submission of research proposals etc.

Postal enquiries

Postal enquiries are dealt with by appropriate members of staff but should be addressed in the first instance to the Director.

Personal consultation

Individuals may consult any member of staff, preferably by appointment. Enquiries may be made by telephone.

Group visits to CILT

Visits to the Centre by groups of teachers, students, advisers, publishers etc are welcomed. Visitors generally learn about the work and facilities of the Centre, and acquaint themselves with its resources by using them, but visits may be based on more formally planned projects and/or seminars on specific themes.

Visits by CILT staff

Members of the Centre's staff, in particular the Language Teaching Advisers, make frequent visits on request to departments of education, colleges, teachers' centres and similar institutions to explain the work of the Centre or to give talks on aspects of language teaching, the availability of materials on given topics or languages etc. No fees are charged but refund of expenses is required.

Conferences

By providing effective information services for both teachers and researchers, CILT aims to encourage closer relations for their mutual benefit. In addition it seeks to identify outstanding problems of languages in education and to stimulate informed discussion of these by specialists. It therefore convenes regular specialist conferences and collaborates with other organisations (such as LEAs) in arranging regional conferences on a larger scale when the subject is of wide concern. Conference papers and reports are published by the Centre for general circulation as part of its regular publishing programme. Some of the specialist conferences are coordinated with the needs of Working Parties of the National Congress on Languages in Education (further information available on request from CILT).

Current research in Britain

CILT maintains a register of research in progress on linguistics and relevant aspects of psychology, sociology and education, as well as on particular languages. This is published by Longman as *Language and language teaching: current research in Britain 1972-76*, published 1976. New entries may be consulted in the Language Teaching Library; some have appeared in *Language Teaching and Linguistics: Abstracts* vol 9, nos. 2, 3 and 4 (Current research supplement). Individual requests for information about work on specific subjects are also accepted. A short questionnaire for reporting new projects is supplied on request.

For further information see *CILT Services Paper 4*.

Research in Europe

By agreement with the Council of Europe, the Centre has undertaken to extend its research information service to other European countries through designated national agencies. A research register similar to that maintained in Britain is being established. Agencies have been nominated in Cyprus, Denmark, Finland, France, the Federal Republic of Germany, Ireland, the Netherlands, Switzerland and Turkey. Some information from the research register will appear in *Language Teaching and Linguistics: Abstracts* vol 10 (Current research supplement).

Research and development proposals

The Centre can assist researchers in Britain to frame proposals for submission to appropriate funding agencies.

Surveys

Although the Centre does not conduct research it occasionally carries out and publishes surveys; already published:

Report on the survey of research into spoken language: 1968 (published 1971, now out of print).

A survey of English courses for immigrant teachers (published 1971).

Survey of curricula and performance in modern languages, 1971-72 (published 1973).

Survey of research and materials development in vocational uses of English, French and German 1974: Report (published 1976).

PUBLICATIONS

Apart from those published for CILT and ETIC by Cambridge University Press (*Language Teaching and Linguistics: Abstracts* and *A language teaching bibliography*) and for CILT by Longman (*Language and language teaching: current research in Britain*), the Centre publishes several series. Most of these are already well established, whilst others are developing in response to changing needs. CILT publications are obtainable direct from the Centre, and are sold at prices covering the cost of printing and distribution.

Surveys

See page 4.

Specialised Bibliographies

Comprehensive bibliographies for researchers and librarians.

CILT Reports and Papers

Edited collections of papers, including reports from specialist conferences.

Teaching Materials Lists

Comprehensive, annotated bibliographies of published materials currently available in Britain for French, German, Italian, Russian and Spanish. Obtainable in sections.

Language and Culture Guides

Information about less commonly taught languages, normally comprising (A) institutions where language taught (B) courses offered (C) recent and current research in Britain (D) bibliography of teaching, reference and background material (E) sources of further information.

Information Guides

Guides to sources of information on various topics.

Selected Reading Lists

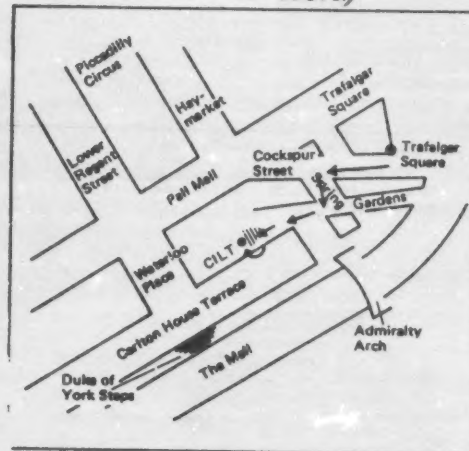
Short, basic bibliographies, primarily for language teachers, each with an introduction to the subject.

A Publications List and Order Form are available from the Centre.

STAFF

Director	G E Perren
Deputy Director	C V James
Administration	Mrs M Roberts
Library	Miss J E A Price
	Miss V R Delbourgo (A/V)
Language Teaching Information	G M Matthews
	Dr G D Morley
	Miss E A Belevics
Research Information	Miss H N Lunt
	Mrs J D Geach
Publications	Mrs B H Newton

(There is secretarial staff in addition to the above.)



Underground stations:
Trafalgar Square (Bakerloo Line)
Piccadilly Circus (Piccadilly and Bakerloo Lines)

CILT

CENTRE FOR INFORMATION ON LANGUAGE TEACHING AND RESEARCH

20 Carlton House Terrace London SW1Y 5AP

Telephone: 01-839 2626/9

Director: G E Perren

Mr D Ingram
c/o Department of Languages and
Literature
Mt Gravatt C A E
Mt Gravatt
Queensland 4122
AUSTRALIA

Our Ref: 600/4

Your Ref:

17th November 1977

Dear Mr Ingram

Thank you for your letter of 8 November. The constitution and aims of CILT are set out in the enclosed leaflet but I will expand on some points:

Constitution and finance

CILT operates under a Trust Deed which declares its aims etc and establishes its status as a 'charitable foundation'. It is financed by annual grants from government (1977/78 total amounts to £174,000). Its board of governors (17) includes representatives of universities, polytechnics, schools etc. Stable and continuous financial provision is essential.

Library

This is a basic resource (which we fortunately share with the British Council), and essential for our own staff, as well as for reference by others - I would regard it as the first priority for any new centre.

Conferences

Convening specialist conferences (about 2 a year) is, I think, one of our more useful activities, since these tend to expose questions which need wider discussion and bring together those not always able to meet. Numbers are usually limited to about 40 and CILT subsidises them by contributing to travelling expenses. Very valuable for maintaining good liaison with other organisations.

Research

Maintaining authoritative records of research in progress (over a very wide field) is a continuous activity of considerable help to those undertaking new projects. We do not, however, directly dispose of funds to support research, although we seek to encourage it. (Government support for research in Britain is mostly channelled through the Research Councils with which we maintain liaison.) From time to time the Centre has, however, undertaken surveys for which it has received special grants; these normally require additional staff recruited for the task.

Publications

The most effective method of spreading basic information is through regular publications. As you will see from the enclosed list, the number and range is very extensive and much of the Centre's routine work goes into their production in one form or another. As a matter of principle we try to make our own publications financially self-supporting, although clearly some sell well (and produce a surplus) while others, although equally necessary, may

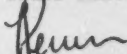
only appeal to a restricted group and not always pay for themselves. Overall, however, the receipts from sales should meet printing and distribution costs. Editorial costs are a function of the Centre's whole budget, however. The form of publication varies from print to cylostyling; speed of production is important. We distribute mostly by direct mail order although the journal Language teaching and linguistics: abstracts and the research register Language and language teaching are published and distributed by other publishers.

Staff

Our total staff is 18 including professional, administrative and secretarial personnel. We are entirely self-contained administratively, which provides great advantages of flexibility. Staff salaries and conditions of service are linked to those of the Civil Service, by agreement with the Department of Education and Science. Occasionally we employ temporary or part-time staff on a fee'd basis for specialised work, but rely on full-time permanent staff for continuous activities.

If there are further details which you require, I shall be pleased to help.

Yours sincerely



G E Perren
Director

encs: GI, PL

gep/hms

APPENDIX 3

The U.S. Presidential Commission on Language
and Area Studies:

Extract from the 1977 Annual Report of the
ACTFL Executive Director.

154 013 705

A. Presidential Commission

As reported to the ACTFL membership in a memorandum dated 17 October 1977, ACTFL has assumed an active role in the discussions and planning for the Presidential Commission on Foreign Language and Area Studies. As stated earlier in this report, President Howard Altman and the Executive Director met briefly with Congressman Leon E. Panetta and held a lengthy discussion with an assistant of Congressman Paul E. Tsongas on 15 June 1977. On 17 August, Richard I. Brod, Modern Language Association; Rose Lee Hayden, American Council on Education; and the Executive Director met with Congressman Paul Simon to discuss developments relating to the possible creation of the Commission. Later the same day, Richard I. Brod and the Executive Director met with Graeme Baxter and Phyllis Bannish, assistants to Commissioner of Education Ernest L. Boyer.

Subsequent to the meetings of 17 August, Lorraine Strasheim, President-Elect, and the Executive Director prepared and forwarded the following statement to Congressman Simon and Commissioner Boyer:

RECOMMENDATIONS: PRESIDENTIAL COMMISSION ON LANGUAGE STUDY

In 1973, a steering committee including members of diverse organizational and institutional professional components supported by staff from both the Modern Language Association (MLA) and the American Council on the Teaching of Foreign Languages, Inc. (ACTFL), was appointed by the MLA to draft a "National Foreign Language Program for the 1970's," supported by a grant from the United States Office of Education (U.S.O.E.). The Program as such was not the property of any single organization, but a plan for concerted effort on the part of all interested persons and organizations.

The Program identifies seven areas for action:

1. The American public must be more fully informed of the value and importance of language study, and every effort must be made to encourage adults and children alike to attain proficiency in at least one "second" language.
2. In order to increase awareness of new developments in teaching methods, in curricular development, and in instructional materials, as well as to broaden the scope of professional involvement, language teachers must be encouraged to subordinate self-interests and become more actively involved in the "profession" of foreign languages.
3. New kinds of instructional programs must be introduced or expanded in the schools and colleges so as to meet more effectively the needs and interests of the society, and new materials and teaching techniques must be evolved to replace those that are presently ineffective or outmoded.
4. The profession must work to develop and augment extracurricular programs of all kinds, especially those appropriate for the adult population in the so-called "educational periphery," and must learn to draw upon national

resources (e.g., native speakers of foreign languages within the community) not previously recognized.

5. A major national effort must be made to develop and expand bilingual programs in the schools and colleges, and to assure that non-English speakers have adequate opportunity to learn English as their "second" language.
6. To support America's continued role as a leader in international politics and commerce, programs for the teaching of languages other than those commonly taught in formal education must be preserved and expanded, and efforts made to bring such languages into the mainstream of liberal education.
7. Finally, a realistic and workable system must be developed to assure national standards in language achievement and quality control in the training of teachers as well as in teaching itself.

Based upon a study of the issues of greatest concern to the membership of the American Council on the Teaching of Foreign Languages, Inc., conducted in conjunction with ACTFL's Annual Meeting in New Orleans, LA, in 1976, it is apparent that the seven items in the Program Outline for Action are subsumed in two basic areas of concern:

1. Creating a single profession of language educators.
2. Creating language programs which address individual and societal needs and interests.

It must be kept in mind, however, that past efforts designed to address these needs have excluded the mass of second language teachers in the U.S. who, for one reason or another, do not feel that they are adequately represented by institutions of higher learning or national professional organizations.

Creating a Single Profession of Language Educators

Our broad public relations goals will not be realized until such time as ways of unifying the numerous language- or level-specific associations into a single, unified profession have been found.

Past public relations activities have proved effective on an institutional or regional level but have floundered when faced with the need for wide professional acceptance. An effective national public relations campaign must encompass three phases:

1. Securing the endorsement and commitment of a majority of language educators, representing all languages at all levels, to a common set of values and purposes, thus enabling the profession to develop guidelines for:
 - a. The measurement of language competence;
 - b. The evaluation of foreign language teaching;

- c. The evaluation of foreign language programs;
 - d. Standards for teacher preservice education; and
 - e. Effective inservice education.
2. Informing and persuading our colleagues in other disciplines and administration of the values and purposes of second language learning.
 3. A national outreach effort to the general public.

Until the common values in second language acquisition can be identified and promulgated by a unified profession, the goal of public awareness cannot be realized.

Fortunately, the mechanisms for reaching these goals already exist in our institutional and organizational structures; what remains to be done is the realignment of our priorities and the establishment of an agenda for action.

Creating Language Programs Which Address Individual and Societal Needs and Interests

If a national commitment to the values and purposes of bilingual education could be secured, for those whose dominant language is not English and for those whose dominant language is English, the following kinds of curricular and program realignments could become possible:

1. The synthesis of the ever proliferating instructional delivery systems, materials, and support systems into a group of diversified curricula to:
 - a. Help to meet the country's need to build wholesome intergroup working and living arrangements and to eliminate ethnic hostilities and competitions;
 - b. Help to meet the anticipated needs of the business and industrial complexes of the U.S. through synthesizing such existing components as career education units and communicative competence objectives;
 - c. Help to meet the foreign language educators' need for and interest in developing diversified curricula designed for a larger segment of the total student population.
2. The fostering and the development of offerings and programs in the less commonly taught foreign languages.

Conclusion

Lifelong learning mandates educators and learners who are capable of learning, relearning, and unlearning. To be prepared for lifelong learning and to respond to the issues and concerns identified again and again over the past decade, the existing

institutions, associations, and organizations must be helped to pool their resources. Such a pooling of resources, in a redefined alignment of priorities would make it possible to work for the strengthening of second language education in American life with a minimum of government and private foundation support.

On 26 August, the Executive Director was invited to attend a special briefing regarding the Commission which was held at the U.S. Office of Education in Washington, D.C. At that meeting, all attendees were invited to prepare a formal list of recommendations for consideration by the Commissioner of Education, who had been assigned the responsibility of organizing the Presidential Commission. With the advice and consent of the ACTFL Steering Committee, the following statement was prepared jointly with the Modern Language Association and forwarded to Graeme Baxter, Assistant Commissioner for Executive Operations, U.S. Office of Education:

RECOMMENDATIONS CONCERNING THE PROPOSED PRESIDENTIAL COMMISSION ON LANGUAGE AND AREA STUDIES

INTRODUCTION

In 1954, William Riley Parker, former Executive Secretary and President of the Modern Language Association, issued a statement entitled The National Interest and Foreign Languages (Washington, D.C.: Department of State Publication 7324), at the request of the U.S. National Commission for UNESCO. This statement formulated a major portion of the rationale for the inclusion of second language education in the National Defense Education Act (NDEA) which was signed into law by President Eisenhower on 2 September 1958. The National Defense Education Act demonstrated the impact of international pressures upon national policies. That this impact is as valid today as it was in 1954 is reflected in the 1975 Helsinki Agreement, which encourages "the study of foreign languages and civilizations as an important means of expanding (international) communications...and cooperation."

In view of this fact, and pursuant to the discussions held in Washington, D.C. on 26 August 1977, the American Council on the Teaching of Foreign Languages, Inc. and the Modern Language Association are pleased to have an opportunity to offer recommendations for the proposed Presidential Commission on language and area studies. These recommendations relate to the areas of (1) objectives and strategies and (2) administration of the proposed Commission.

I. OBJECTIVES AND STRATEGIES

- A. The proposed Presidential Commission should call national attention to the significance of second languages and cultures in the context of American life.

Specifically, a comprehensive statement of the impact of second languages and cultures on the national interest of the United States should be formulated. In this statement an attempt should be made to define national needs for competence in specific languages, in both public and private sectors of the economy, in domestic contexts as well as international, for research purposes as well as for public communication and commerce.

An accompanying plan for communicating this statement to the various sectors of the American public should suggest priorities for action, as well as the role of each of the following agencies:

1. professional associations of foreign language educators
 2. educational institutions
 3. business and industry
 4. government: federal, state, and local
 5. print and non-print media
- B. The proposed Presidential Commission should call national attention to the significance and role of second language and culture study in the context of American education.
- Specifically, the Commission should:
1. develop procedures for communicating the research findings which suggest a positive correlation between second language learning and general educational achievement. This seems particularly significant in light of the recent national publicity surrounding the findings of the panel, chaired by Willard Wirtz, which examined the on-going fourteen-year decline in scores on the Scholastic Aptitude Test
 2. assert the general educational value of the study of second languages and cultures in the contexts of the humanities and of international education
 3. urge the formulation and adoption of a national language policy which will provide guidance to educational institutions at all levels in the establishment and implementation of programs in second languages and cultures. Such a policy will serve to strengthen the motivation of students of second languages and cultures to persevere through the attainment of functional proficiency, which is not a reality in the majority of educational programs today

APPENDIX 4

STATEMENT OF AIMS OF THE
APPLIED LINGUISTICS ASSOCIATION OF AUSTRALIA (ALAA)

STATEMENT OF AIMS OF THE
APPLIED LINGUISTICS ASSOCIATION OF AUSTRALIA (ALAA)

The Applied Linguistics Association of Australia was established at a national congress of applied linguists held at the University of Newcastle in August, 1976. It is affiliated with the Association Internationale de Linguistique Appliquée (AILA) founded in 1965.

The general aim of the International Association is to promote the application of linguistic theories to the solution of language problems in society.

The specific aims of the Australian Association are to promote the application of linguistics to:

1. the methodology of teaching, learning and testing languages (mother tongue and foreign languages);
2. multicultural education in Australian society, including aboriginal, migrant and other groups;
3. language teaching technology;
4. problems of language and the individual (including language acquisition and language dysfunction);
5. problems of language and society (including language planning and language standardisation);
6. the theory and practice of translation;
7. the analysis and interpretation of spoken and written discourse (including stylistics, poetics and pragmatics);
8. the study of language in relation to other semiotic systems (including film and theatre, mime and dance, codes and cyphers, costume and ornament, mythology and folklore).

APPENDIX 5

ESTIMATED COSTS

STAFF

<u>Position</u>	<u>Comment</u>	<u>Cost</u>
Director	<i>Costed at rate for a Professor.</i>	\$ 31,381
Applied Linguist	<i>Costed at rate for a Senior Lecturer I.1 in a C.A.E.</i>	\$ 22,003
Secondary Teacher	<i>Costed at rate for 1 Subject Master.</i>	\$ 16,932
Primary Teacher		\$ 16,932
ESL Teacher		\$ 16,932
Visiting Staff Member	<i>Costed at rate for an Associate Professor.</i>	\$ 26,498
Applications Programmer	<i>(Costed at a two to four year level).</i>	\$ 15,000
Librarian	<i>See note below under Library.</i>	\$ 15,785
Administrative Officer	<i>Costed as a Graduate Assistant towards the top of the scale so as to be able to do administrative duties including budgeting plus basic research and statistics.</i>	\$ 15,785
Publicist	<i>Costed as a Graduate Assistant towards the top of the scale.</i>	\$ 15,785
Printer	<i>If printing is done outside the Centre, this position could be dispensed with but another clerk typist added.</i>	\$ 10,400
Technical Assistant	<i>This would be a young person costed in lower part of the scale.</i>	\$ 10,769
Stenographer)		\$ 8,772
Stenographer)	<i>Mid '20's in middle of the salary range.</i>	\$ 8,083
Stenographer)		\$ 7,926
Clerk typist)	<i>In late 'teens and early '20's, in lower</i>	\$ 7,457
Clerk typist)	<i>part of the salary range.</i>	\$ 6,087
		\$252,527
23% Loading for payroll tax, superannuation, annual leave, sick leave, etc.		\$ 58,082
	Total	\$310,609

Note: The above costs are based on scales operating at 29/5/1978.
In most cases, the middle of the scale is shown and, consequently, in subsequent years some increments will occur.

TRAVEL

Four full internal travel programmes	\$ 7,556
Living-away-from-home allowance for four persons for one month each at \$30.00 daily	\$ 3,600
Overseas travel for Director : airfare \$3,000 plus 60 days at \$50 daily	\$ 6,000
Total	<u>\$17,156</u>

(Note: for costing purposes a full internal travel programme was defined as one trip from Canberra to each of the capitals, to Townsville and to Alice Springs.)

Travel for Board Meetings (2 in 1 year) (excluding members named by State and Federal Ministers for Education)	\$ 2,900
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LIBRARY

It was suggested in Section 4.3 of the submission that a sizeable reference library might be built up. It will be essential for an extensive materials section to be developed and, over a period, a useful reference collection of literature of applied linguistics (at least as needed for use in materials development) will be acquired. However, it is probably more cost-effective for the Centre to make use of other libraries in Canberra (e.g. National Library and ANU) than to develop a large library of its own. In this case, however, an experienced librarian will be required, someone able to handle effectively the tools of the trade, capable of seeking the information required, capable of retrieving information from automated data banks, and capable of setting up the Centre's own library. The costing below has been done on this basis.

It is also assumed that the Centre's typing pool will be available to assist the Librarian. If, however, the Centre were to develop a more extensive library of its own and permit borrowing, an additional clerk typist would be needed.

If access is gained to other libraries an ERIC system can be dispensed with. Sets of abstracts (e.g. *MLA Abstracts*, *LLBA*, *Arts and Humanities Citations Index*) would also be required as the library expanded.

Librarian	See staff costs above.
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Acquisitions (including materials, journals, searches and abstracts)	\$10,000 per annum.
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EQUIPMENT

Printing and Copying:

Photocopier (e.g. Nashua 1220DF)	\$ 4,325
Offset printing equipment including plate maker (e.g. Itek system)	\$27,000
Automatic collating equipment (e.g. 50 bin, programmable, in-line folder and stitcher)	\$36,600
	<u>\$67,925</u>

(Note: if outside printing facilities can be used, e.g., Australian Government Publishing Service, the printing equipment, except for the photocopier, can be deleted.)

Computer Facilities:

Computer terminal	\$ 2,500
Telecom landlines (annual charge)	\$ 3,000
	<u>\$ 5,500</u>

(Note: in addition, computer time on another institution's large computer will be required.)

Sound and Video:

Fast copier for sound cassettes (e.g. Telex)	\$ 3,000
Turntable, amplifier and speaker	\$ 500
2 track open reel master recorder	\$ 1,300
Microphone and mixer	\$ 500
High quality rack mounted FM receiver and rack mounted front opening cassette	\$ 500
Singer Caramate film strip projector with coupled sound	\$ 450
Singer 16 mm projector (with fast forward facility)	\$ 800
35 mm projector (e.g. Carousel)	\$ 360
with synchroorder (e.g. Sony)	\$ 250
Slide copier (e.g. Elinchrom Slide Copier) with camera	\$ 1,200
TV Camera and portable unit suitable for filming and recording off air	\$ 5,000
14 ins. colour TV receiver/monitor	\$ 500
	<u>\$14,360</u>

Subsequently a bench editor for videorecordings would be desirable (\$4,000) and a recording studio.

Report of the President's Commission on Foreign Language and International Studies

James A. Perkins, Chairman

INTRODUCTION

The final act of the Helsinki Accords commits the signatory states "to encourage the study of foreign language and civilization as an important means of expanding communication among peoples." To help realize this goal, the President's Commission has devoted a year to an intensive evaluation of the state of foreign language and international studies and their impact on the nation's internal and external strength. We are profoundly alarmed by what we have found: a serious deterioration in this country's language and research capacity, at a time when an increasingly hazardous international military, political, and economic environment is making unprecedented demands on America's resources, intellectual capacity, and public sensitivity.

The problem extends from our elementary schools, where instruction in foreign languages and cultures has virtually disappeared, to the threatened imminent loss of some of the world's leading centers for advanced training and research on foreign areas. Such specific educational neglect, moreover, is reflected in public uncertainty about the relationship between American interests and goals and those of other peoples and other cultures.

Nothing less is at issue than the nation's security. At a time when the resurgent forces of nationalism and of ethnic and linguistic consciousness so directly affect global realities, the United States requires far more reliable capacities to communicate with its allies, analyze the behavior of potential adversaries, and earn the trust and the sympathies of the uncommitted. Yet, there is a widening gap between these needs and the American competence to understand and deal successfully with other peoples in a world of flux.

National security, moreover, cannot safely be defined and protected within the narrow framework of defense, diplomacy, and economics. A nation's welfare depends in large measure on the intellectual and psychological strengths that are derived from perceptive visions of the world beyond its own boundaries. On a planet shrunken by the technology of instant communications, there is little safety behind a Maginot Line of scientific and

scholarly isolationism. In our schools and colleges as well as in our public media of communications, and in the everyday dialogue within our communities, the situation cries out for a better comprehension of our place and our potential in a world that, though it still expects much from America, no longer takes American supremacy for granted. Nor, the Commission believes, do this country's children and youths, and it is for them, and their understanding of their own society, that an international perspective is indispensable. Such a perspective is lacking in most educational programs now.

The problem is serious and complex. Yet, unlike many other public issues confronting the nation, solutions are within reach. On the basis of its study, the Commission has set forth a number of recommendations which it believes to be realistic, modest in scope, and entirely practical. We are persuaded that imaginative action, backed by a moderate investment of funds at the federal, state and local levels, and by the private sector, will yield results well beyond the sacrifices involved. The total immediate expenditure of new federal funds believed by the Commission to be required to reverse a dangerous trend is \$180 million.

Beyond the call for funds, the Commission urges a mobilization of ideas and will. It calls on the nation's citizens as well as its leaders. The Commission believes that this is the time for the country's leadership, headed by the President himself, to set an agenda for action in these areas of national need.

We arrived at these conclusions after painstaking examination of the evidence and on the basis of extensive expert testimony from the fields of education, business and labor, industry and government, and from representative citizen groups. We were left with no room for doubt that America's position in the world has changed radically over the last quarter century. Powerful competitors challenge our military and economic position, while the revolution of rising expectations in the Third World exerts new pressures and makes new demands on us. Nuclear monopoly has given way to nuclear proliferation. The United States is no longer the only major center of scientific and technological progress. We confront a potent combination of social ideologies and national aspirations that have extensive consequences for America's domestic well-being.

The future will belong to nations that are wise as well as strong. This consideration underlines the absolute necessity to develop and maintain a first-class apparatus to enable Americans to cope with the changing world. To accomplish this, our report is addressed to Federal, state, and local governments along with the many great institutions in the private sector that share responsibility for the vitality of education and research. It is addressed to the elementary and secondary schools which must lay the foundations; it is addressed to post secondary and higher educational institutions, which produce and transmit knowledge and are charged with the training of experts; it is addressed to community programs that provide indispensable opportunities for citizens of all ages and walks of life to keep in touch with international realities; it is addressed to public and private employers whose obligation it is to make more efficient use of personnel with foreign language and international skills; and it is addressed to all public and private agencies, which must give higher priority to the support of activities that promote America's international competence.

Before turning to the substance of this report, we wish to record our deep concern over the complacent and defeatist attitude with which all too many public officials and professionals view the deficiencies that our study so amply confirms. Budget ceilings, often arbitrary in the first place, are used instead of true yardsticks of national requirements in determining enrollments, employment policies, and the capabilities of research facilities. Low and declining enrollments in foreign language and other international courses are, in turn, cited as justification for reduced funding. Faulty assessments—based on past rather than present and future needs—lead managers in government and private enterprises to underestimate the real need for expertise in those areas. The damage to America's competitive edge in international commerce and our repeated unpreparedness for events overseas that might have been anticipated, or met more effectively by more extensive research, illustrate the risks inherent in such penny-wise and pound-foolish attitudes.

Americans' incompetence in foreign languages is nothing short of scandalous, and it is becoming worse. Historically, to be sure, America's continental position between vast oceans was a basis for linguistic as well as political isolation, but rocketry as well as communications satellites render such a moat mentality obsolete. While the use of English as a major international language of business, diplomacy, and science should be welcomed as a tool for understanding across national boundaries, this cannot be safely considered a substitute for direct communications in the many areas and on innumerable occasions when knowledge of English cannot be expected. The fact remains that the overwhelming majority of the world's population neither understands nor speaks English; and for most of those who learn English as a foreign language, it remains precisely that. Our vital interests are impaired by the famous notion that our competence in other languages is irrelevant. Indeed, it is precisely because of this nation's respon-

sibilities and opportunities as a major power and as a symbol of ideals to which many of the world's people aspire that foreign languages, as a key to unlock the mysteries of other customs and cultures, can no longer be viewed as an educational or civic luxury.

The President's Commission believes that our lack of foreign language competence diminishes our capabilities in diplomacy, in foreign trade, and in citizen comprehension of the world in which we live and compete. Americans' unwillingness to learn foreign languages is often viewed by others, not without cause, as arrogance. The melting-pot tradition that denigrates immigrants' maintenance of their skill to speak their native tongue still lingers, and this unfortunately causes linguistic minorities at home to be ignored as a potential asset. (While recommendations on the essentially domestic aspects of bilingualism are not within the Commission's assignment, we do emphasize that a comprehensive language policy ought to recognize this important national resource.)

The Commission's concern about the state of language study in the United States is readily illustrated by the following facts:

- Only 15 per cent of American high school students now study a foreign language—down from 24 per cent in 1965. The decline continues.
- Only one out of 20 high school students studies French, German, or Russian beyond the second year. (Four years is considered a minimum prerequisite for usable language competence.)
- Only 8 per cent of American colleges and universities now require a foreign language for admission, compared with 34 per cent in 1966.
- It is estimated that there are 10,000 English-speaking Japanese business representatives on assignment in the United States. There are fewer than 900 American counterparts in Japan—and only a handful of those have a working knowledge of Japanese.
- The foreign affairs agencies of the U.S. government are deeply concerned that declining foreign language enrollments in our schools and colleges will lower the quality of new recruits for their services and will increase language training costs, already at a level of \$100 million in 1978.

Americans' scandalous incompetence in foreign languages also explains our dangerously inadequate understanding of world affairs. Our schools graduate a large majority of students whose knowledge and vision stops at the American shoreline, whose approach to international affairs is provincial, and whose heads have been filled with astonishing misinformation. In a recently published study of school children's knowledge and perceptions of other nations and peoples, over 40 per cent of the 12th graders could not locate Egypt correctly, while over 20 per cent were equally ignorant about the whereabouts of France or China. At the college level, an American Council on Education study reported that at most only 5 per cent of prospective teachers take any course relating to international affairs

or foreign peoples and cultures as part of their professional preparation. A 1977 Gallup Poll furthermore showed that those who graduate from an educational system so glaringly deficient in this vital area carry their ignorance with them into their adult lives: over half of the general public was unaware that the United States must import part of its petroleum supplies. All of this underscores that, crucial to any improvement of an intolerable situation, there is an urgent need for better-trained teachers and for extensive retraining of those already serving in the nation's classrooms, particularly in view of widespread expert agreement that the decline in foreign language enrollments is in large measure a response to poor instruction.

At the advanced training and research level, the nation's network of institutions and programs—area centers, programs on international problems, schools for advanced studies, libraries, overseas research facilities, and senior research exchange programs—suffer unrelenting financial pressure. Some are in danger of imminent collapse. Although never fully adequate to growing national demands, this network of expertise was built by foundations, the government, and the universities themselves in a period of great scholarly advances after World War II. But this indispensable network is unlikely to survive, let alone maintain its quality, unless the federal government and the universities recognize their responsibility to respond to the financial crisis, aggravated by inflation, created by the foundations' retreat from this area of support. The Ford Foundation, for example, which provided about \$27 million annually between 1960 and 1967 for advanced training and research in international affairs and foreign areas, now contributes only about \$3-4 million a year for similar purposes. At the same time, federal support for area centers and the Fulbright exchange program has been cut in half by a decade of inflation, and federally-financed foreign language and area fellowships declined from a peak of 2,557 in 1969 to 828 in 1978. Federal expenditures for university-based foreign affairs research declined from \$20.3 million to \$8.5 million, or 58 per cent in constant dollars.

Our resources, then, are plainly inadequate to current needs, and in the absence of decisive action the gap will continue to grow. Nevertheless, we begin our task of rebuilding in the knowledge that some important assets stand ready to make the task feasible and the goals set by this Commission attainable. Some of these assets, which are too often overlooked, can be summarized as follows:

- The strong tradition of family and community involvement in a highly decentralized public school system—some 16,000 districts in 50 states—provides many avenues of support for reform action.
- Undergraduate education, the focal point for liberal arts and pre-professional studies, is in the process of redefinition and reform. At least a few colleges are giving serious attention to foreign languages and international studies as essential ingredients of a liberal education.

- The United States is blessed with a largely untapped resource of talent in the form of racial and ethnic minorities who, by being brought into the mainstream of educational and employment opportunities in the areas of foreign language and international studies, can be expected to make rapid, new, and valuable contributions to America's capacity to deal persuasively and effectively with the world outside its borders. The Commission underscores its expectation that the importance of this asset will be taken into account in the implementation of all recommendations pertinent to this aspect of underutilized talent.

- While many of the centers of advanced training and research are in serious trouble, and some have already collapsed under fiscal pressure, an essential core of high-quality programs remains in place and can serve as the foundation for the rehabilitation and expansion of the national effort.

The Commission's recommendations are intended to initiate the actions required to reverse a dangerous downward drift in American foreign language and international studies competence. These recommendations derive from the recognition of carefully pinpointed deficiencies but they are broadly aimed at a wide range of persons and institutions. They cannot succeed unless it is understood that corrective action must be the concern of all levels of the educational system, from kindergarten through graduate training and research. They must be the concern of the private foundations, of business and labor, of the media, of the local communities, of professionals and volunteers alike. And of course, they are the concern of federal and state governments.

Some remedies must be applied quickly if further serious losses of dwindling resources are to be avoided; others need to be phased in over a period of years, and can be expected to yield results over the long term. But all are urgently needed, and the time to begin cannot be put off without serious consequences to American influence abroad and decision-making at home.

In framing our recommendations, we have tried to document the seriousness of the issues, without being strident; to be comprehensive, yet sharply focused on the most essential steps; and to strike a balance between the ideal and the practical, between what ought to be and what must be done without fail. The Commission believes that its recommendations, taken as a whole, constitute a coherent program addressed to the solution of fundamental problems confronting the nation.

PRINCIPAL RECOMMENDATIONS OF THE COMMISSION

I. Foreign Language

A. 20 regional centers, funded by the U.S. Department of Education, should reinvestigate and upgrade the foreign language and teaching competencies of foreign language teachers at all levels. The regional centers

should be organized as part of the international studies centers recommended for higher education.

B. 20-30 Department of Education-funded summer institutes should be offered abroad annually with objectives similar to those of the regional centers, but to include advanced students and teachers of subjects other than foreign language, and to give special attention to the less commonly taught languages.

C. Schools, colleges, and universities should reinstate foreign language requirements.

D. The Department of Education should provide incentive funding to schools and postsecondary institutions for foreign language teaching: \$20 per pre-high school student in the first two years of language courses, \$30 and \$40 respectively per high school and college student enrolled in third and fourth year language course, with an additional \$15 per student enrolled in the less commonly taught languages.

E. The Department of Education should support Language and International Studies High Schools, 20 initially in major population centers and eventually up to 60, to serve as national models and offer intensive and advanced language and international studies in addition to regular courses, with special support to ensure minority enrollment.

F. The National Institute of Education (NIE), National Endowment for the Humanities (NEH), and Fund for the Improvement of Postsecondary Education (FUND) (as well as NDEA Title VI research programs) should support pedagogical experimentation in foreign language teaching, particularly in effective methodology.

G. A National Criteria and Assessment Program, funded by NIE, should develop foreign language proficiency tests, and report on, monitor, and assess foreign language teaching in the U.S.

H. All State Departments of Education should have Foreign Language Specialists. Every state should establish an Advisory Council on Foreign Language and International Studies to advise and recommend on ways to strengthen these fields in their education systems.

I. The U.S. government should achieve 100% compliance in filling positions designated as requiring foreign language proficiency, review criteria for such designation in order to strengthen the government's foreign language capability, and evaluate the career systems of foreign affairs agencies to ensure adequate career incentives for obtaining and retaining foreign language and area expertise.

I. NDEA Title VI refers to the National Defense Education Act, Title VI, of 1958, Foreign Studies and Language Development. Although its reauthorization in 1979 may result in its incorporation into the Higher Education Act of 1965, as a new Title VI of that Act, in this report it is referred to throughout as NDEA VI.

II. Kindergarten through Twelfth Grade (K-12)

A. The Secretary of Education should declare foreign language and international studies a top priority and encourage their increased support through a variety of existing and new Department-funded programs in the schools.

B. The Department of Education should give major support to up to six states for comprehensive state-wide model programs to integrate international studies throughout school curricula.

C. In all states the Department of Education should support an international education specialist in the state education authority to give leadership to strengthening policy and programs in international education, the states to share the cost after an initial three years.

D. The National Association of State Directors of Teacher Education and Certification, in collaboration with its 20 member organizations, should encourage the incorporation of an international education requirement in the licensing or certification of all teachers, especially in social studies, thereby encouraging schools of education to strengthen the international studies component of their curriculum.

E. Teacher professional development programs in international education should be strengthened and expanded to include all subject fields and involve summer institutes, experience abroad, and ongoing programs in school districts.

F. A major role in intercultural and language teaching should be given to America's ethnic and linguistic minorities and to foreign students and visitors to the U.S., as well as to returned Peace Corps volunteers and other Americans having extensive experience abroad.

G. Major attention is recommended for curriculum development in international studies—to assess and disseminate existing materials and to develop new curricula, with support from NIE, NEH, and the Fund.

H. International school exchanges involving students, teachers, administrators, and policy-makers should be expanded through the Department of Education and U.S. International Communication Agency (USICA)-funded programs as well as through the private sector.

I. In the media, particularly television, international education programs for young children should be increased.

J. The role of professional associations in strengthening international education in the schools should be intensified.

K. NIE and the National Science Foundation (NSF), among others, should increase their support for much-needed research on how international education can be most effectively incorporated into elementary and secondary education.

III. College and University Programs: Training and Research

- A. Undergraduates should be given greater insight into foreign societies and international issues. To this end the Commission recommends: 2-3 required courses in international studies for all Bachelor's candidates (apart from the required language study mentioned earlier); strengthened undergraduate offerings in international studies; a "domestic junior year" at major international studies centers for students at institutions with limited resources in this field; the integration of international or comparative perspectives in the teaching of most undergraduate subjects; expanded opportunities for faculty to acquire or strengthen their foreign language and international skills; increased faculty and student exchanges; and an expanded institutional commitment to undergraduate international studies.
- B. As part of its support for international studies the Department of Education should fund 200 undergraduate international studies programs (ISPs) at an average of \$40,000 each annually for a total of \$8 million per year, for one to three years depending on the scope of individual programs. The purpose should be to encourage institutions to make a lasting commitment to undergraduate international studies.
- C. NIE and the Fund should give more support to the improvement of undergraduate studies in international education, including innovative ways to incorporate comparative content and perspectives in diverse curricula.
- D. A system of some 65-85 national centers for advanced international training and research should be funded by the Department of Education at an average of \$250,000 each annually for five year periods: 45-55 to focus on major world regions among which global coverage should be ensured; and an additional 20-30 to focus on major world issues such as international security affairs or food. These centers should serve as a resource to sustain and strengthen international studies nationally, especially but not only at the postsecondary level, by being accessible to qualified faculty and scholars from other institutions and to other organizations seeking their expertise, including government, business, labor, and the media. Summer use of national centers' facilities should be a priority.
- E. Forming the tripartite system including ISPs and national centers should also be a network of 60-70 regional/international studies centers at colleges and universities, geographically dispersed throughout the U.S. and funded by the Department of Education at an average of \$150,000 each per year for five-year periods. These centers should encourage international studies research and teaching throughout the educational system, with summer seminars for K-12 foreign language and international studies teachers, curriculum development programs, opportunities for faculty from other community and four-year colleges and universities
- to upgrade their international skills through research and teaching, and programs to enable professional schools to strengthen international studies in their curricula.
- F. The need to add an international dimension to professional education calls for the inclusion of international studies in professional school programs through international studies curricular programs, double or joint Master's programs combining international and professional studies, and international exchanges.
- G. A Department of Education-funded program of postdoctoral and graduate fellowships should complement the partial federal funding of the national and regional international studies centers with one-third of recipients free to take their fellowships to the institution of their choice.
- H. Support under NDEA Title VI, Section 602, for research relating to foreign languages and international studies surveys and teaching or reference materials should be increased to \$3 million annually from the present \$1 million.
- I. Department of Education-funded international studies centers should be more active in international educational exchanges pertinent to their geographical and topical interests, and should be assisted in this by USICA.
- J. The steeply rising costs of area studies library collections calls for more inter-library cooperation, the rapid introduction of new technologies, an expansion of the Library of Congress' National Program for Acquisitions and Cataloguing, and the establishment by the Library of Congress of a National Center for Foreign Area Bibliography. National international studies centers should receive annual federal grants of an average of \$50,000 each toward library costs. NEH should finance a program of 500 "mini-grants" annually at an average of \$300 each to facilitate access to national centers' collections of faculty and graduate students at other institutions.
- K. The approximately 30 extra-university national facilities and programs in international studies, such as the International Research and Exchanges Board (IREX) and the Universities Services Center in Hong Kong, should be funded at \$5 million annually by NEH, its budget to be increased by that amount.
- L. An Advisory Committee on International Education should be established to serve as a policy body on the international education programs administered by the Department of Education. This committee should include representatives from pertinent federal agencies, business, labor, and other private sector interests in order to enlarge and strengthen the role of the international education programs in the federal government.
- M. Colleges and universities should give more priority to international education programs and centralize the administration of these programs and place them at a high level in their institutional structures.

N. NEH, NSF, the Fulbright and other comparable programs should increase their support for university-based basic research related to foreign affairs.

Q. A multi-agency Federal Council on International Research and Training should be established to monitor, advise on, and help assure sufficient funding for policy-relevant international affairs research. Funded at about \$20 million per year, program administration should be entrusted to a National Committee on International Research.

P. Government-university relations should be improved in order to sustain and encourage the availability to federal agencies of the international studies expertise of colleges and universities.

IV. International Educational Exchanges

A. Within the context of increased private initiatives and support for exchanges, funding for USICA's exchange of persons activities should be increased to \$60 million immediately and to \$100 million by 1985.

B. Within the limits of funding, the Fulbright program should include exceptional junior and senior undergraduates and provide incentive funding to higher education institutions toward costs of establishing reciprocal undergraduate exchange, especially in neglected world regions.

C. In expanding exchanges, USICA should consider world areas underrepresented in American research and subject fields most apt to benefit from increased international perspectives.

D. USICA/ECA (Educational and Cultural Affairs Directorate) should have increased support to enable U.S. cultural staff abroad to assist more with exchanges.

E. USICA/ECA should move more rapidly to implement its presidential mandate to coordinate all U.S. government exchange programs and to serve as a focal point for private exchanges.

F. NEH should have increased funds to support the work of U.S. researchers involved in exchanges. NSF should have increased funds to give more U.S. scientists access to first-rate scientific work abroad.

G. Private foundations should enlarge their commitment and leadership in international educational exchanges.

H. Colleges and universities should encourage and support more international exchanges of students, teachers and researchers and look more to the opportunity for encouraging international perspectives offered by the presence of foreign students and other visitors from abroad.

V. Citizen Education in International Affairs

A. The media should play a stronger role in developing a more internationally informed citizenry through: en-

couragement by the Federal Communications Commission, collaboration between local radio and television stations and community international education groups, and federal funding to develop programs and publications. The print media should also expand their international coverage.

B. Given the commitment of community colleges to citizen education, they should receive special attention in expanded international education efforts to reach all citizens.

C. The private sector should fund a non-governmental clearinghouse to encourage community world affairs organizations and programs, and should support core funding for these organizations.

D. USICA should develop its "second mandate" to increase American learning about other nations through dissemination in the U.S. of foreign-produced information and materials, helping fund community organizations' programs, and providing information, speakers, and other resources to these organizations.

E. The Department of Education should give greater priority to community and professional organizations in its support of citizen education under NDEA Title VI, Section 603, and should encourage Title VI international centers to work more with community organizations in their outreach programs.

F. The Department of State's Scholar-in-Residence program should assign more foreign service officers to work with community groups, and should make these programs two-way to include community leaders.

G. Federal agencies concerned with citizen education on world affairs should coordinate their efforts more effectively.

H. NEH, already highly supportive of citizen programs in international education, should continue and increase its support.

VI. Business and Labor Needs Abroad

A. The Department of Education should encourage international business and labor studies, undergraduate and graduate, as part of the increased federal support for international studies centers and programs recommended earlier.

B. The Departments of Education, Commerce, and Labor should establish and fund 5-10 regional centers of international business and research to encourage more business, labor, and higher education cooperation in expanding American business and labor activities abroad.

C. Federally funded centers in these fields should have advisory councils which include representatives from business and labor.

D. The Small Business Administration and the Department of Commerce should support a network of Small Business Export Development Centers to assist small and medium-sized firms to develop export markets,

using the international and foreign language expertise of colleges and universities.

E. Because foreign students trained in the U.S. often provide an indispensable contact in developing U.S. business relations abroad, state colleges and universities should keep tuition increases for foreign students in line with those of local American students.

F. American business and labor should give more priority to foreign language and international studies training in their staff recruitment, and should encourage colleges and universities to make such training part of their programs in business and labor studies.

G. American corporations and labor unions involved internationally should establish internships abroad for students in the business and labor fields.

H. Schools of business should make a course in international business a requirement for undergraduate degrees, and should encourage their students to study a foreign language.

I. Schools of business administration and labor relations programs should develop joint curricular programs with international studies centers.

VII. Improvements in Organization Within and Outside Government

A. The President should designate a major official as the responsible officer to be the point of contact on all matters involving foreign language and international studies, ideally as a Special Assistant to the President, or alternatively, the chairman or a senior staff member of the National Security Council or the Domestic Policy Council.

B. The position of Assistant Secretary for International Affairs should be established in the Department of Education, with responsibility for the Department's International Programs, especially NDEA Title VI.

C. USICA should collaborate more closely with the academic community concerned with foreign affairs and with the federal office in charge of NDEA Title VI.

D. A private body, the National Commission on Foreign Language and International Studies, should be established, with mainly private funding, to monitor and report on this field and encourage its support by government and the private sector. The President's Commission should initiate the formation of the proposed National Commission. The concluding prospectus in this report outlines such a Commission's structure and functions.

A PROSPECTUS FOR A NATIONAL COMMISSION ON FOREIGN LANGUAGE AND INTERNATIONAL STUDIES

1. The idea of a National Commission came quite naturally out of the work of the President's Commission on Foreign Language and International Studies. The members of the Commission were and are concerned that its recommendations receive public attention and appropriate action. They realize that appropriate reform cannot be the sole responsibility of the federal government but must involve government at all levels and the independent institutions of the private sector. They also have come to believe that the increasingly dangerous environment combined with a growing dissatisfaction with our education and training for international responsibility makes a major public program very timely.
2. The National Commission could be sponsored by a selected group of institutions from the educational and business world. They could be called "organizing" sponsors and might include institutions like the American Council on Education (ACE), American Council of Learned Societies (ACLS), Social Science Research Council (SSRC), NSF, NEH, AFL-CIO, International Chamber of Commerce, and others. There might also be "supporting" sponsors who would agree to work collaboratively on Commission initiatives. This could include a far larger number of institutions like the Foreign Policy Association, Council on Foreign Relations, United Nations Association, etc.
3. The National Commission could be a free-standing institution with its own charter or it might seek an established institution for a fiscal umbrella. The argument for the independent institution is its freedom from any one or small group of special interest agencies while the argument for the latter is the avoidance of new charter arrangements and, presumably, reduced administrative expense. Since the National Commission might have a life of only two or three years, the second alternative might be favored.
4. The members of the National Commission could be appointed in several alternate ways: (a) by a selected group from the President's Commission, (b) by the organizing sponsor, (c) by the supporting agencies. They might number between 15 and 25 with majority advice suggesting the lower number. They should be drawn from the various areas of interest but should not feel that they must represent those interests. They should serve without pay but with expenses covered.
5. The National Commission should do all those things necessary to increase the public interest in and support for the improvement of our capability in foreign languages and international understanding, including but not limited to: a) inform the public on progress or the lack thereof, b) act as clearinghouse for interested agencies—both public and private, c) encourage studies on unattended problem areas.

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dent's Commission, as well as a tabulation of budget implications of Commission recommendations. (JB)

APPENDIX THREE

House of Congress Resolution 301. Re: Foreign Language Studies and International Studies.

Below is presented part of the Resolution which was passed by the U.S. Senate on 12 August 1980.

Concurrent Resolution:

Expressing the sense of the Congress that there is a need to strengthen course offerings and requirements in foreign language studies and international studies in the Nation's schools, colleges, and universities.

Whereas a knowledge of other languages and cultures is necessary to keep American business competitive in world trade;

Whereas the continued effectiveness of American foreign policy depends upon diplomatic and intelligence-gathering efforts which are based upon a sound knowledge of the world;

Whereas in our democratic society it is essential for the general public to understand world events so that official policies will reflect the concerns and interests of the American people;

Whereas a knowledge of foreign languages and cultures can help to improve mutual understanding among different ethnic groups and cultures within American society;

Whereas the past decade saw an alarming decline in the study of foreign languages and international issues in the Nation's schools, colleges, and universities, despite the growing importance of these subjects to the welfare of our Nation and our people;

Whereas the Federal Government has not and should not seek to establish education curriculum, but on occasion has urged that certain national needs be dealt with at the State and local level; and

Whereas the President's Commission on Foreign Language and International Studies has recommended that greater emphasis needs to be placed on the study of these subjects: Now, therefore, be it

Resolved by the House of Representatives (the Senate concurring),

That it is the sense of the Congress that local educational agencies and institution of higher education should consider strengthening the study of foreign languages and cultures through appropriate actions, including the following: the gradual establishment of requirements for the study of foreign languages and cultures for entrance to post-secondary institutions; the addition of proficiency in a foreign language and work in international studies as requirements for college graduation; the improvement of international studies in the curriculum at all levels of education; the encouragement of international exchange programs; the offering of a wider variety of languages at the secondary school level; and the placing of greater emphasis on the teaching of foreign languages and cultures for elementary school children.